

THE FIRST 75 YEARS

by IRVING H. HART



A HISTORY OF IDEAS FUNDAMENTAL TO THE DEVELOPMENT OF THE IOWA STATE NORMAL SCHOOL (1876-1909) AND THE IOWA STATE TEACHERS COLLEGE (1909-1951)

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THE FIRST 75 YEARS

IRVING H. HART

Published by

THE IOWA STATE TEACHERS COLLEGE

Cedar Falls

Iowa

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Iowa

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FOREWORD

From cornfields to spacious campus, not in one giant stride, but in seventy-five years of carefully planned steps, that is the history which this book presents to you. Who laid the plans? Who carried out the work that has resulted in the Iowa State Teachers College of today? The book mentions few names. It could never record the hundreds of thousands who have built something into our college. Some are men and women who have built by passing laws or by serving on boards. Others have spent from one to forty years in teaching or administration on the campus. But by far the greatest number are students who have passed this way. Each one of these who has experienced some intellectual, cultural or spiritual advancement here has built something of himself into the college.

This history deals less with persons than with the ideas which have made the college that we who have studied here know and love. It is impossible for one who has seen the college only in its later years to realize how humble was the beginning and how gradual the growth, both in physical plant and in the more important aspects. But new-comers and old-timers alike agree as they read the author's discussion of these fundamental ideas, that the founders and builders have chosen well. For the recognition our college has gained in the country, we alumni gratefully thank them.

Since the history of the Teachers College cannot be isolated from the history of education in the common schools of Iowa, it is fortunate that the historian has been prominent among school men for many years and knows intimately the problems which confront them. As a school administrator and as a member of the Teachers College faculty, Irving H. Hart has helped to shape history as well as to record it.

ALISON E. AITCHISON

Class of 1903

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The publishers are grateful to Evan A. Hart, Milwaukee artist and son of the author, I. H. Hart, for the illustrations for this book. Subjects for the first five drawings are campus buildings representing different periods in the architectural chronology of the College.

INTRODUCTION

"A school for the special instruction and training of teachers for the common schools of the state." (Laws of Iowa, Sixteenth General Assembly (1876), Chapter 129.)

The close of the academic year 1950-51 marks the completion of seventy-five years of institutional life for the Iowa State Teachers College. This fact gives occasion for a survey of the way over which we have passed as an institution, and for a record of some of the significant details revealed by such a survey. This record might be organized around certain obvious subdivisions of our history, such as: 1) the period of the Normal School (1876-1909) and 2) the period of the Teachers College (since 1909). These two periods coincide with two periods of external government of the institution: 1) the period of government by the Board of Directors and the Board of Trustees (1876-1909) and 2) the period of government by the State Board of Education (since 1909). The periods of the administrations of its chief executive officers afford another basis for historical subdivision: 1) James Cleland Gilchrist (1876-1886), 2) Homer Horatio Seerley (1886-1928), 3) Orval Ray Latham (1928-1940), 4) Malcolm Price (1940-1950), 5) James William Maucker (since 1950).

Such subdivisions are, however, purely arbitrary. The continuity of the life of an institution, like that of an individual, is such that progression from any one period to another is made by insensible gradations. Even the date

1909 is an arbitrary point of demarcation. The institution was in one sense as much a teachers college in 1904, when the first standard four-year college curriculum was established, as it was in 1909, when the official name of the institution was changed; in another sense, it was not a teachers college until after 1929, when finally all subcollegiate instruction was eliminated. So, too, subdivision by dates of executive administrations is merely arbitrary. Each president has influenced his period sufficiently to give it certain distinguishing characteristics, but the degree to which the chief executive was a dominant factor in institutional progress has grown less with the passage of years as the school has grown in size and lengthened and strengthened in tradition.

Another logical basis for historical organization, which at the same time makes possible a reasonably comprehensive treatment within comparatively brief compass, may be found by the selection of certain ideas which have been fundamental to the development of the institution, and by the exposition of the manner by which these ideas have been transmuted into forms of institutional life. This involves also some consideration of persons and groups of persons whose actions and reactions have affected the course and nature of events, together with some evaluation of these actions and reactions, and the interpretation of these events in relation to what has gone before and to what follows. This plan has been adopted for the organization of this brief history.

In general the ideas here set forth are capable of more or less universal application to institutions for teacher education, but the selection of ideas herein has been made in terms of their specific influence upon the course and nature of the development of the Iowa State Teachers College. In some instances it will be noted that the selection has been determined by certain Iowa conditions, attitudes and influences.

The ideas selected for the organization of this history are:

1. The state should organize and maintain a program specifically devoted to the education of teachers.
2. The state teacher education program should involve the organization and maintenance of not more than one such institution above the secondary level.
3. The educational program of the institution should be equivalent to that offered by fully accredited colleges of science and liberal arts.
4. The state should make such provision for the government and maintenance of the institution as shall tend to insure its stability and growth and its devotion to the ends for which it is established.
5. The governing board of the institution should make such provision for its internal government and administration as shall tend to insure executive freedom and efficiency and at the same time give due recog-

nition to the right of the faculty to participate in institutional government.

6. Members of the faculty should be selected on the basis of their probable success in contributing to the education of teachers, and they should be assured adequate salaries, tenure and retirement privileges.
7. The institution should provide for the preparation of teachers for all levels and fields of public school work, and should be limited to this unique function.
8. The over-all content of the curricula should be such as to lay a broad and thorough foundation for the work of the teacher.
9. Particular emphasis should be laid upon provision for experience in the art of teaching.
10. Special attention should be given to the preparation of teachers for the rural schools of the state.
11. A program of in-service education should be organized and maintained and should be extended as widely as possible to the teachers of the state, both as a means of improvement of instruction in the public schools and of vitalization of instruction on the campus.
12. Recognition should be given to the fact that education is not merely a formal process but that students should have opportunity for self-development through experience in self-government under supervision, through participation in selected extracurricular activities, and in general through experiences in student life which will enable them to function effectively in a democratic society.

These ideas are grouped and presented in briefer form in the following outline, the major headings of which appear as chapter headings hereafter. To each chapter or section is prefixed a statement of the appropriate idea.

CHAPTER I

State Responsibility for Teacher Education in Iowa

The normal school idea

Limitation to one teacher education institution

The teachers college idea

CHAPTER II

Government and Maintenance of the Institution

External Government

By a separate Board of Directors or Trustees

By a unified State Board of Education

Financial Support

Internal Government

Executive freedom and efficiency

Faculty participation

CHAPTER III

The Faculty

Selection

Compensation

Tenure

Retirement

CHAPTER IV

Scope and Limitation of the Institutional Program

Educational levels included

Educational fields included

Unique function of the institution

CHAPTER V

The Curricula

General and professional education

Provisions for experience in the art of teaching

Rural education

In-service education

CHAPTER VI

The Students

Government

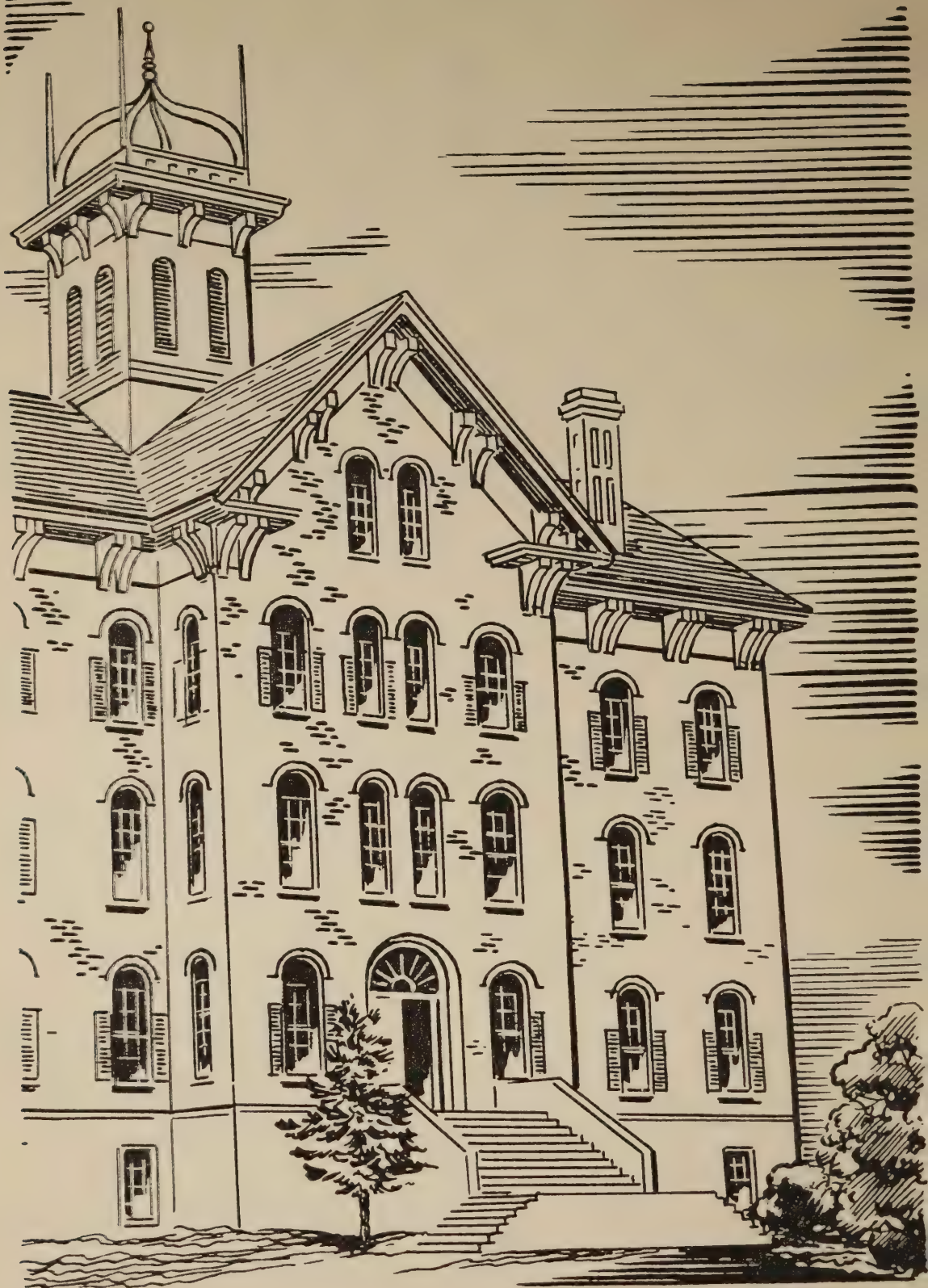
Social education

Extracurricular activities

Chapter I

STATE RESPONSIBILITY FOR TEACHER EDUCATION IN IOWA

The state should organize and maintain a program specifically devoted to the education of teachers.



Old Central ("North Hall") circa 1870

THE NORMAL SCHOOL IDEA IN IOWA

Establishment of a Common School System in Iowa

Iowa through its early political union with Wisconsin Territory became a direct inheritor of the fundamental idea expressed in the Ordinance of 1787, which declared that "Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." The men and women who poured into Iowa during its first twenty years, increasing its population from 43,000 in 1840 to 675,000 in 1860, brought with them not only the idea that the state should establish a system of common schools but also the idea that it should foster and support a program of teacher education. A system of common schools was established by the first act of the first territorial legislative assembly in 1839. It was not, however, until 1858 that the common schools of Iowa became "free schools", since before this date the school laws had required each patron to pay tuition in proportion to the number of children whom he sent to school. With the final opening of the schools to "all the children of all the people", came a rapid increase in enrolment and a consequent increase in the demand for teachers.

Attempts to Implement the Normal School Idea in Iowa

THE FIRST STATE NORMAL SCHOOLS IN IOWA, 1849-53. The "normal school idea"—the idea that the state should establish one or more schools devoted primarily to the education of teachers—had led to the founding of the first state normal school in Massachusetts in 1839. Only ten years later, in 1849, Iowa provided for the establishment of three such schools, thus becoming one of the first states west of the Alleghenies to attempt to set up this type of teacher education program. The act of 1849 established schools "for the education of teachers and others" at Andrew, Oskaloosa and Mount Pleasant, and appropriated \$500 annually from the university fund to each school for salaries, books and supplies. Buildings and equipment were to be provided by the "friends of education" in each community. The schools at Andrew and Oskaloosa each operated for brief periods between 1849 and 1853, but, as the contemplated state appropriations were never paid, they died of inanition. No successful effort was made to organize a state normal school at Mount Pleasant. So, this first attempt to implement the normal school idea in Iowa ended in failure.

THE NORMAL DEPARTMENT OF THE STATE UNIVERSITY OF IOWA, 1855-1872. The idea of state responsibility for teacher education had, however, found expression in Iowa even earlier than 1849. In the original act for the founding of the state university, passed in 1847, the establishment of "a professorship for the education of teachers of the common schools" had been authorized, together with provision for fifty annual scholarships "in the theory and practice of teaching." In 1855, when instruction first began in the university, one member of the faculty was designated as in charge of the "Normal Department." The program of this department was an exceedingly elementary one at first, but its standards were gradually raised until it came to occupy an important place in the university organization. For a time following the panic of 1857, the Normal Department was the only part of the university which remained in operation. In the 1850's and 1860's, the curriculum of this department was such as chiefly to appeal to those desiring to qualify as elementary teachers. In 1869 a committee of the Iowa State Teachers Association recommended that the state establish a number of normal schools in which the training of elementary teachers should be carried on, and reserve to the university the training for more advanced school positions. The second part of this recommendation was approved by the university trustees in 1872, and thereafter the work of the Normal Department was limited to the preparation of high school teachers and administrators.

Down to 1880, the number of superintendents and principals educated at the University is said to have exceeded the number from all the other colleges in the state. Another significant result of the work of this department was the professional education of Homer H. Seerley, who was graduated from the University in 1872, and who was later for forty-two years the head of the Iowa State Normal School and the Iowa State Teachers College and who became a potent influence upon both public education and teacher education in Iowa and in the nation.

THE MANN COMMISSION, 1856. An attempt to organize a statewide plan for teacher education, involving elementary teacher training in county high schools and advanced training in the university, was made through legislation based upon the recommendations of a commission appointed in 1856, of which Horace Mann was chairman. Certain of these recommendations were embodied in the new Iowa State Constitution of 1857, and others in the general school law of 1858. The latter act, in addition to providing for free public schools, authorized the organization of county high schools "for the training of young men [and women] to become teachers in the common schools", and provided further for scholarships in these high schools to be issued annually to men and women alternately on the basis of "ability, at-

tainments, and capacity for teaching." A limited amount of state support was guaranteed to each county high school qualifying under the act.

In the sections of the act of 1858 relating to the state university, it was provided that a normal department be maintained for instruction in "the theory and practice of teaching and everything that enters into it as an art, including all the approved methods and practices now in use in all the varieties of teaching." Scholarships for the normal department, to be awarded by the superintendent of public instruction, were authorized to be granted to certain qualified students in each county high school.

This entire act was declared unconstitutional by the State Supreme Court, but it was re-enacted by the new State Board of Education, set up by the Constitution of 1857, except for the provisions relating to county high schools. Thus another attempt to establish a statewide system of teacher education in Iowa came to naught.

THE NORMAL INSTITUTES. The discontinuation by the University of the training of elementary teachers in 1872 left this field unserved except by a few private normal schools and by the normal or teachers institutes. The contribution made by these institutes to elementary teacher education is much more significant than is commonly conceded nowadays. State Superintendent Alonzo Abernathy said in 1874, "If the state cannot or will not aid in the establishment of permanent normal schools, we can yet by this means [normal institutes] reach at once effectively and powerfully the public schools and teachers of Iowa."

Beginning as voluntary associations of teachers, the Iowa institutes by 1858 had achieved recognition in the form of state aid and by 1872 had assumed the status of temporary normal schools. Summer institute sessions came to be from one to four or even six weeks in length and were usually well organized and staffed with leading educators. Under the supervision of the superintendents of public instruction, a uniform course of study was drawn up outlining not only the work of the annual sessions but of a graded course covering a four-year period. County superintendents customarily required institute attendance and the completion of specified parts of the institute course of study as prerequisites to examination for the various classes of county teachers certificates. Pitiably inadequate as this program was, it did serve to give teachers some vision of what teaching might become as a means for the education of children and to keep alive interest in the idea of developing a more satisfactory program of teacher education.

Included in the educational legislation growing out of the recommendations of the Better Iowa Schools Commission (1912) was an act which

changed the entire nature of the teachers institutes by substituting the two-day "inspirational" institute, held during the school year, for the traditional pedagogical type. Later developments under State Superintendents Samuelson and Parker have centered the emphasis in institute programs upon the improvement of instruction and have initiated the policy of uniting teachers of several counties in single meetings and of providing the instructional staffs for such meetings from educators selected by the Department of Public Instruction and assigned to circuits in various areas of the state. The teachers institute, though still an important factor in the state educational program, has ceased to be a part of the pre-service system of teacher training.

Establishment of the Iowa State Normal School at Cedar Falls, 1876

ATTEMPTS TO ESTABLISH NORMAL SCHOOLS, 1865-1874. Writing in 1875, State Superintendent Abernathy referred to the repeated and unsuccessful attempts made "during the last ten years by friends of education for the establishment of state normal schools", and to the fact that it had become "the settled and unwavering policy" of nearly all the other states to establish such schools. He could see "no good reason why Iowa should continue to be an exception to the general rule." Even a casual examination of the Iowa legislative journals for the years following the Civil War give ample evidence of such repeated attempts. For example, the Journals of the Twelfth General Assembly (1868) record the receipt of ten petitions for the establishment of state normal schools and the introduction of five bills to this end. Four of these bills "died in committee." One, a bill to establish a normal school at Marshalltown, survived unsuccessful attempts to table, to change the location to the Agricultural College (Ames) or to Adel, to add appropriations to Iowa College (Grinnell) and Upper Iowa University (Fayette) for the subsidy of normal departments in these institutions, and numerous other parliamentary manipulations; but finally was lost by a vote of 15 to 24 in the Senate. Even a resolution to instruct the Schools Committee of the Senate to "inquire into the expediency of establishing state normal schools" was defeated. Neither the Senate nor the House in the Twelfth General Assembly favored the establishment of state normal schools; nor was the attitude at all different in the Thirteenth, or the Fourteenth, or the Fifteenth, for that matter; in all of which sessions the record of the Twelfth was repeated with variations. Iowa approached the thirtieth year of her statehood still "an exception to the general rule" among the states.

THE SOLDIERS ORPHANS HOME; MILLER'S IDEA. The final decision to establish a state normal school at Cedar Falls came about as the result of a

combination of causes: the continued support of the normal school idea by a number of people in the state; the fact that as the school year of 1875-76 drew to a close a forty-acre tract of land and some substantial state-owned buildings which had been used for a soldiers orphans home were about to be vacated and would stand idle unless some other use could be found for these facilities; and the emergence of effective educational and political leadership in both houses of the state legislature. The idea of converting the physical plant of the Orphans Home at Cedar Falls to the use of a state normal school occurred to Edward G. Miller, a Black Hawk County farmer who had been elected to the Iowa State Senate in 1873. Miller had come to Iowa from Wisconsin, where he had had opportunity to become acquainted with the new state normal school system set up there through the inspiration and influence of Henry Barnard. At first, he found little support for his idea even in Cedar Falls; but he drew up a bill to establish a state normal school at Cedar Falls, utilizing the property of the Orphans Home, and introduced it in the session of the Fifteenth General Assembly in 1874. A canvass of his colleagues revealed the fact that the measure stood no chance of favorable consideration, and Miller dropped it for the time being.

HEMENWAY AND MILLER. The cause of teacher education was well served by the election of H. C. Hemenway of Cedar Falls to the House of the Sixteenth General Assembly in 1875. Bills for the establishment of a state normal school at Cedar Falls and the utilization of the property of the Orphans' Home for this purpose were introduced by Miller and Hemenway in both houses of the legislature. Senator Miller's bill encountered no serious opposition in the upper house and was passed with but the barest constitutional majority, 26 to 14.

PASSAGE OF THE NORMAL SCHOOL BILL, 1876. The story of the normal school bill in the House is much more dramatic. When the news of the Senate action reached the House, Hemenway procured the substitution of the Miller bill for the one he had introduced earlier. For its passage by the House, the state constitution required the affirmative vote of at least fifty-one members. After much parliamentary maneuvering, the bill came finally to the time for a decisive vote. Hemenway's check of the membership present showed that at the moment the requisite number of affirmative votes could not be mustered, so on the first ballot Hemenway voted in the negative in order to be able to move for reconsideration. The record on this ballot was 48 to 35, and the motion to reconsider was adopted immediately thereafter by the same vote. Hemenway knew that there were in the lobby of the House at least two members who would support the bill. Hastily arranging with the Clerk of the House to delay the announcement of the results of the next roll-call until these

absent members could be summoned, he dispatched a page to bring them in. The roll-call proceeded, the friends of the measure appeared, and the final vote was 52 to 33. "So the bill passed."

First Board of Directors

The senate bill to establish "a school for the special instruction and training of teachers for the common schools of the state" was passed by the House on March 15, 1876. It was transmitted to the Governor on the next day, March 16, and on the same day the Assembly adjourned *sine die*. The bill was approved by Governor Kirkwood on March 17, but by the terms of the act it was not to take effect until after publication, which occurred on March 28. The act provided for the election of members of the board of directors by the General Assembly, but it had been passed too near to the end of the session to permit such action and hence it became the duty of the Governor to appoint the members of the first board. The new board met at Cedar Falls on June 7, 1876, and effected its organization. In joint meeting with the Board of Trustees of the Orphans' Home, it received the property belonging to the Home, and the Iowa State Normal School became a physical as well as a legal entity.

Formal Beginning of the Iowa State Normal School

At this first meeting, the Board elected James C. Gilchrist, then serving as Superintendent of Schools at Mason City, Iowa, as principal of the Normal School. At a second meeting, in July, a set of rules and regulations for the new institution was adopted and three additional persons were selected as members of the faculty. Salaries were fixed as follows: J. C. Gilchrist, \$1,500; M. W. Bartlett, \$1,200; D. Sands Wright and Miss Frances Webster, \$800 each. The remainder of the appropriation of \$7,250 a year for the support of the school for the next biennium had already been "earmarked" for improvements and repairs and for contingent expenses. The Board provided for supplementation of the contingent fund by charges upon each boarding student for heat, light and laundry service, and proceeded at once with arrangements for the reconstruction of the two buildings in order to adapt them to the purposes of instructing, housing and boarding the prospective students.

The framers of the original bill had contemplated apportioning the enrolment in the Normal School among the counties of the state according to their relative population; but since the application of this plan was not made mandatory, the admission standards adopted by the Board extended the privileges of the School to any person in the state who met the requirements set for minimum age, character, statement of intention to teach, educational attain-

ment and appointment by a county superintendent. This last requirement was soon discarded and, as an early catalog stated, the School became "practically open to all."

The length of the school year was set at forty weeks, divided into three terms: a fall term of sixteen weeks and winter and spring terms of twelve weeks each. The date for the opening of the first session was set for the first week in September, 1876, and a Course of Study recommended by Principal Gilchrist was adopted. With these various actions made a matter of record, the Board of Directors adjourned, reasonably well assured of having taken all the preliminary steps necessary for the opening of the institution which would give material form to the normal school idea in Iowa.

The Critical Years, 1876-1890

The Iowa State Normal School began its first term on September 6, 1876, with an enrolment of twenty-seven students and closed the term with an enrolment of eighty-eight students. Eighty-six students were enrolled for the winter and one hundred-six for the spring term, with a total of one hundred fifty-five different students for the first year.

A state normal school had thus been established in Iowa, but its continued existence was far from being assured. During the first ten years, the number of different students enrolled annually increased from 155 in 1876-7 to 432 in 1885-6, 179%; the size of the faculty from 5 to 9, 80%; and the biennial appropriations from \$14,500 to \$25,250, 74%. The sum of \$30,000 was appropriated in 1882 for the erection of a new building, but as this amount proved inadequate it was necessary to raise \$5,000 by subscription among the faculty and the people of Cedar Falls in order to assure its completion. Biennial appropriations during this decade were made on the "hand-to-mouth" basis and were never equal to the amounts reported by the Board of Directors as essential to the efficient operation of the institution. The Normal School managed to survive, but it was never possible during these years to plan for its future development with any degree of confidence.

The Future Assured

It was not until 1890, four years after the change of administration from Gilchrist to Seerley, that the policy of making permanent appropriations payable "annually hereafter", a policy which had been in effect for the state university for a number of years, was extended to the Normal School. There were times thereafter when the friends of the School had reason to fear for its future, but these fears proved ultimately to be unfounded.

Down to 1900, only \$66,000 had been appropriated for the construction of new buildings on the Normal School Campus, with which amount Gilchrist Hall (1882), the Administration Building (1895), and the President's Cottage (1890) (now the home of the Dean of the Faculty) were constructed. In 1900, \$100,000 was appropriated for the erection of the Auditorium Building. In 1902, the proceeds of a five-year statewide levy of 1/10 of a mill on real property were allocated to the Normal School Building Fund. This millage levy was twice extended for five-year periods, terminating in 1915. During the period over which this millage plan was operative, it yielded more than three quarters of a million dollars for building purposes at Cedar Falls, thus assuring the provision of an adequate physical plant for the institution.

The experience of the first quarter-century of the history of the Iowa State Normal School led Iowa clearly and irrevocably to commit itself to the support of the normal school idea.

WHY IOWA HAS BUT ONE STATE TEACHER EDUCATION INSTITUTION

The state teacher education program should involve the organization and maintenance of not more than one such institution above the secondary level.

The concentration of both normal school and teachers college education in a single institution is unique to Iowa. That the state should organize and maintain only one such institution is a resultant idea rather than an original one. As has already been noted, Iowa began by attempting to establish three state normal schools and, after their failure, made numerous unsuccessful attempts to adopt the multiple normal school plans of other states. From the middle 1850's and for more than seventy years thereafter, almost every superintendent of public instruction in Iowa, including the Normal School's most ardent friend, Henry Sabin, recommended the establishment of a number of normal schools or teachers colleges. Several of the governors of Iowa, among them some of the best friends of public education, made such recommendations in their messages to the legislatures. The Iowa State Teachers Association went on record a number of times in support of the multiple normal school plan. Even the State Board of Education, since 1909, has included such recommendations in some of its reports. But in spite of all these influences, Iowa has steadfastly adhered to the one-institution plan; thereby justifying the inclusion of this idea among those basic to the development of the Iowa policy of state responsibility for teacher education.

Why has Iowa adhered to this policy?

Writing in *Midland Schools* in December, 1908, a member of the faculty of one of the Iowa private colleges answered this question by accusing the Iowa State Normal School of having "thus far successfully throttled all efforts to

establish additional normal schools in the state." By the Iowa State Normal School, the writer probably meant Homer H. Seerley. This statement, although often repeated, is erroneous.

Gilchrist and Seerley on Additional Normal Schools

Throughout the years when it was generally assumed that Iowa would eventually establish additional normal schools, the leaders and friends of the Iowa State Normal School joined in this belief. As early as 1883, Principal Gilchrist, in a report to the Board of Directors, said,

We believe that the development of this school to a measure of completeness is the best policy. At the same time I am free to express an earnest wish that the state, after doing liberally for its first Normal School, will be able to found others in the immediate future.

This statement may be accepted as expressing the attitude of the Normal School at that time.

"No new normal schools until the old one is thoroughly supported" is the way a Board member phrased this policy in 1892. President Seerley found many occasions in public addresses and in correspondence to accord with this attitude. Writing to his friend Sabin (January 31, 1896), Seerley said:

The Cedar Falls normal school cannot afford to be and never can be the only normal school in Iowa if the policy of the state is broadened in the way I hope it will be and that I think best.

Again to Sabin (February 6, 1900), he said:

I have not been an active factor in seeking to establish other schools. I have no time to attend to other than my own business. I have not practiced any duplicity in reference to this question and I have not changed my mind. The state of Iowa is abundantly able to support more schools than have ever been proposed and support them well. I hope that I may be able to keep the good will and friendship of those who believe in teacher education, [but] I am not in the fight and I am not going to get into it.

To the editor of the *Oskaloosa Journal*, in 1902, he wrote:

I am not opposed to the establishment of other schools, but I am opposing the little and weak school idea, such as we had here for sixteen years. My policy has been not to attempt to dictate to the state its policy with reference to additional schools, but to constantly claim that this institution should have the funds necessary to make it efficient and strong.

In 1907, Seerley wrote to the president of a North Dakota Normal school:

I have insisted that the Normal School that we have be made a creditable institution. I have never taken the position that the state might not

properly establish any number of normal schools, but have always taken the position that if they did establish them they must make each individual institution such that the young people of the state could afford to patronize and that the people of the state would feel that they were doing well by themselves when they sent their children to it. I have found that this argument appeals to everybody, as it is on the basis of reason and common sense.

Sources of Opposition to Additional Normal Schools

The letter to Sabin in February, 1900, from which a quotation is given above, was written during a session of the legislature when the additional normal school issue was receiving particular attention as the result of a recommendation by Governor Shaw that four additional normal schools be established, one on each of the four great trunk-line railways of Iowa. This proposal failed of enactment into law, not because of the opposition of President Seerley or of the Normal School Board, but because of the failure of the supporters of the measures to get together among themselves, because of the jealousy of individual communities each ambitious to receive recognition at the expense of others, and because of the active opposition of the private normal schools and of some of the private colleges which feared the adverse effect upon their own enrolments of the adoption of such a policy. Evidence of such legislative counter-lobbying can be continuously discovered throughout the years from 1892 to the middle 1920's. These are the chief reasons why down to the present time Iowa has continued to be committed to the one-institution plan.

THE TEACHERS COLLEGE IDEA IN IOWA

The educational program offered by the institution should be equivalent to that offered by fully accredited colleges of science and liberal arts.

The idea that the educational program of a state institution devoted to the training of teachers should be equivalent to that of fully accredited colleges of science and liberal arts is one which was basic to the earliest concept of the educational province of the Iowa State Normal School; but almost thirty years of institutional history passed before this idea became fully embodied in its curricula and exemplified in its requirements for graduation.

Normal School Standards, 1876-1886

Principal Gilchrist would seem to have held this concept when he recommended, and the Board of Directors approved, the granting of the degree of Bachelor of Science to the graduates of the four-year curriculum of the Normal School in 1876, and when, again with the approval of the Board, he recommended the organization of a professional course for college graduates in 1883. These early efforts to assert the equivalence of the work of the Normal School to that of standard four-year colleges, however, reacted negatively upon the School. By force of circumstances, the Normal School was compelled to set its standards for admission low enough to meet the needs of candidates for teachers certificates of the lowest grade. In consequence, the supporters of the standard colleges refused (and with reason) to believe that the Normal School could admit students with no more than an eighth grade education and in four years qualify them to rank educationally with four-year college graduates who had entered upon their college work after the completion of at least the equivalent of three years of high school work. As a matter of fact, many educators declined to concede that any of the work of the

Normal School was above the secondary level. Only one student was graduated from the professional course for college graduates during the Gilchrist administration, and although this curriculum continued to be listed in the catalog for many years it never was an important factor in the institutional program. The validity of the criticisms of the Normal School for presuming to grant the degree of Bachelor of Science was admitted by President Seerley when in 1890 he recommended to the Board of Directors that the name of this degree be changed, saying that it had been "unfortunately chosen since the degree was given for two years of work less than was required for the same degree by standard colleges."

Introduction of High School Graduate Courses, 1887

The first really significant step toward establishing the teachers college idea as a basic concept in Iowa teacher education was taken when, on the recommendation of Principal Seerley in 1887, a separate curriculum was set up in the Normal School to which graduation from a fully accredited high school was prerequisite. As soon as this type of curriculum had become operative, it became possible for the Normal School to receive recognition of the equivalence of its work, in part at least, to that of standard colleges. After 1892, graduates of the four-year Normal Course or of the three-year High School Graduate Course in the Iowa State Normal School were granted junior classification in the Universities of Iowa and Michigan and in Cornell and Grinnell Colleges in Iowa, and after 1897 to senior classification in the University of Chicago.

The Teachers College Movement

The Teachers College of Columbia University was expanded into a four-year institution in 1894. This experiment was noted and studied with care by state normal schools, especially in the middle west, and soon became a motivating influence on plans for institutional development. The strengthening and upward expansion of the normal school program became a topic of continued consideration in meetings of the association of normal school presidents and principals in the upper Mississippi valley and in the Normal School Department of the NEA. The ideas underlying this movement were well stated by President John R. Kirk of the Missouri State Normal School (Kirksville) in a letter to President Seerley in 1906:

State normal schools should have academic courses paralleling those of genuine colleges, and academic and professional courses which will permit opportunity for such differentiation that they would furnish teachers for all grades from kindergarten to high school. . . . The NEA dictum of ten years ago, that a *half*-educated person may safely train children up

to the point of finishing the eighth grade, while a *fully*-educated person must take the children the next day as they enter high school, is false. It has been extremely prejudicial to education. It is unsound to the core. It is undermining our foundations. The normal school must extend its courses until all its graduates are full-fledged scholarly teachers.

The Four-Year College Curriculum, 1904

It was with such conviction in their hearts that the faculty of the Iowa State Normal School formulated and presented to the Board of Trustees the outline of a four-year college curriculum, which was approved in 1904. At the time of the adoption of this curriculum, it was not the intent to change either the essential nature or the name of the Iowa State Normal School. The new degree curriculum became only one of a number of curricula offered by the institution and, so far as proportionate enrolment was concerned, it continued to occupy a minor position in relation to the total composition of the student body. The number of students enrolled on the degree curriculum was 10% of the total enrolment in 1912-13 and never exceeded 50% until 1933-34. During these years four fifths of the whole number of Iowa public school teachers were teaching on the elementary level, one half of them in the one-room rural schools. Practically all of the rural teachers and most of the elementary teachers in towns and cities were holders of county teachers certificates. It was not until 1929 that high school graduation became a legal prerequisite for such certificates. Inevitably the Iowa State Teachers College was compelled to continue to offer courses and to admit students on bases lower than those of standard colleges. And while the conditions of entrance and the content of courses for the degree curriculum in the Iowa State Teachers College were consistently maintained on levels equivalent to those of such institutions, they and the accrediting agencies continued for some time to judge this college in terms of its over-all curricular and student composition rather than of that of its degree curriculum.

The expansion of the Normal School program to include a degree curriculum also raised in the minds of its critics a suspicion that there was danger of its expansion into other fields than teacher education. Dean A. N. Currier of the College of Liberal Arts of the University of Iowa implied this when he wrote (May 13, 1904), "As I understand it, the Normal School will still be devoted to its special work of training teachers and not aim to be a college which trains for one profession or another or for general culture and knowledge without reference to the purpose in life." President Seerley, in his reply to Dean Currier, hastened to reassure him on this point and further expressed the hope that "the University see fit to recognize our A.B. graduates as being worthy of admission to the graduate school . . . It would be gratifying to

me should SUI be the first institution [thus] to recognize the work done at the Iowa State Normal." While the evidence regarding the dates of such recognition is as yet far from complete, it would seem that Iowa University was not the first to admit graduates of the Iowa State Normal School to its graduate program. This honor must at least be shared with Chicago, Michigan, and Leland Stanford Universities, by all of which full recognition seems to have been given by 1910.

Change of Name from Normal School to College

The change of name from Iowa State Normal School to Iowa State Teachers College followed upon the adoption of the degree curriculum by an interval of five years. The proposal for such a change seems to have originated with the members of the Senior Class, and was embodied in a resolution adopted by them on April 23, 1908. The name suggested by this resolution was "Iowa State Normal College." On April 27, 1908, Professor Louis Begeman moved in a meeting of the faculty that the name of the school be changed to "Iowa State Teachers College", and that such steps as were legally necessary to this end be taken by the Board of Trustees at once. This resolution was carried unanimously. These two resolutions were submitted to the Board by President Seerley in June, 1908, with a suggestion that the Board might proceed, if it saw fit, to act upon this matter without referring it to the General Assembly. He said,

In submitting these resolutions, I deem it wise to call attention to the fact that the Board of Trustees evidently named the school in the beginning and not the General Assembly, because the original act defined the institution as a "School for the Instruction and Training of Teachers for Common Schools."

The Board, although it seems to have been favorably disposed toward the proposal for change of name, took no definite action upon Seerley's suggestion.

President Seerley had at first been opposed to the change of name, probably because of certain statements which he had made earlier in all sincerity and earnestness. He had written to Dean Currier in 1904, immediately after the adoption of the four-year college curriculum, "We do not expect to establish a college at this institution." In reply to the severe and unwarranted criticism of the Whipple Committee in 1906, he had said, "The Normal School has been a pioneer in many types of work, its courses are strongly patronized, its policy is conservative in the extreme, and it has no purpose either to be a college or a university." Undue consistency, however, was never a fault of President Seerley. He could and did change his mind about questions when he saw that it was wise to do so. Evidence of his change of attitude on this question is found on the title page of the catalog for 1908, where underneath the official

name "The Iowa State Normal School" appears the phrase "The Teachers College of Iowa." Further evidence of his change of attitude is found in a letter to a member of the Board of Trustees in February, 1908:

I am desirous of revising the title to the Iowa State Teachers College so as to avoid any controversies that might come up if the board is reorganized, as that would set out the problems of the school under the present board so distinctly that no other institution could undertake to do us harm.

The act creating the State Board of Education was passed on March 29, 1909, and seven days later, by another act, the name of the institution was legally changed to Iowa State Teachers College. That President Seerley had not been unduly apprehensive of the danger of an adverse attitude toward this institution by the new Board of Education became evident very soon after the law creating this Board became effective.

Proposals for the Unified Control of the State Educational Institutions

THE BOARD OF CONTROL (1898). The proposal to place the state educational institutions under a single board of control was made in the session of the Twenty-Seventh General Assembly (1898), when it was strenuously opposed by the friends of the University and of the State College. After a long and acrimonious struggle, the bill was passed in amended form, creating a Board of Control for the management of the charitable, penal and reformatory state institutions, and for the supervision of the state educational institutions as to their financial management and business procedures only.

THE WHIPPLE COMMITTEE, 1904-1906. In 1904, it was again proposed in the Thirtieth General Assembly to unify the entire control of these institutions under a single board. The bill failed of passage but a joint committee of both houses, subsequently known from its chairman as the Whipple Committee, was appointed to make a comprehensive study of the management of the educational institutions and to report to the next Assembly.

The formal report of the Whipple Committee was submitted to the Thirty-First General Assembly in January, 1906. In this report the Iowa State Normal School was severely criticized: 1) for having exceeded its legislative franchise by attempting to train teachers for high schools, 2) for having included in its courses of instruction subjects unnecessary for "common school" teachers, 3) for duplicating the work of the other state educational institutions, 4) for employing more teachers than were justified by the number of students, and 5) for paying these teachers too high salaries. A bill designed to correct

these and other undesirable conditions by creating a board of regents for all three institutions passed the Senate decisively but was defeated in the House.

THE STATE BOARD OF EDUCATION, 1909. In consequence of a new law advancing the dates of the state elections to coincide with those of the national elections, the Thirty-Second General Assembly met in January, 1907. In this session, for the third successive time, a "board of control" measure was introduced, again sponsored by Senator Whipple. The history of this bill was almost a repetition of that of its immediate predecessor. It passed the Senate by a large majority, but it was indefinitely postponed in the House. Finally in the Thirty-Third General Assembly in 1909, the long struggle to effect unification of control of the state educational institutions was brought to a close by the enactment of a law providing for the government of these institutions by a state board of education, appointed by the Governor, with a finance committee, selected by the board, whose members were to devote full time to the service of the institutions. This law has remained on the statute books without substantial change since that date.

The Co-ordination Controversy, 1912-1913

The members of the new board entered upon their duties mindful of what they believed to have been the intent of the legislature that these institutions should become co-ordinate parts of a state system of higher education in Iowa. In its first biennial report in 1910, the Board announced its purpose to make a scientific study of conditions in the institutions in order to find the best way to put an end to rivalry and to reduce duplication of effort to a minimum. In April, 1912, the Board adopted a resolution requesting Dr. K. C. Babcock, a specialist in higher education in the U. S. Bureau of Education, to make a study of the three institutions and to report to the Board a plan looking toward a closer co-ordination of their work. In July, the Finance Committee was directed to report to the Board on the feasibility and advisability of carrying out such a plan of co-ordination.

The plan prepared by the Finance Committee on the basis of Babcock's report was submitted to seven leaders in higher education in the country, including four university presidents. Of the seven, only two manifested any sympathetic understanding of the problems of an institution such as the Iowa State Teachers College. The recommendations of the Finance Committee, endorsed with practical unanimity by the consultants, were: 1) that all work in engineering be centered at Ames and that the College of Applied Science be discontinued at Iowa City, 2) *that all courses in professional education and in liberal arts then offered at Cedar Falls which extended beyond the sophomore year be discontinued and that similar courses at Iowa City be further*

developed, 3) that the General Science courses and Home Economics courses be discontinued at Ames and that a Department of Home Economics be opened at Iowa City, and 4) that the proposed changes *in toto* go into effect in September, 1913. This report was formally adopted by the Board of Education on October 8, 1912, and was announced through the press without delay. The changes proposed for the institution at Cedar Falls threatened the death of the teachers college idea in Iowa.

This action of the Board attracted immediate and widespread attention in Iowa, and during the next six months it became the cause of a heated controversy over the state as a whole. In this period, one hundred eleven leading articles, editorials and communications with reference to the "co-ordination" issue appeared in the *Des Moines Register* alone, and local newspapers of the state gave much space to the discussion of the question. Alumni groups of the three institutions organized in opposition to the proposed changes and worked out a plan of concerted action. The political campaign of 1912 was just then at its peak and the question of the attitude of candidates for election to the General Assembly for or against the Board of Education became an issue in local and state politics.

Meanwhile throughout this turmoil, the Board, under the leadership of its President, James H. Trewin, stood its ground. It refused to reconsider its action, it denied a request from President Seerley for the postponement of the taking effect of the order until September, 1914, and it rejected all demands from the alumni groups. In March, 1913, the Board directed each institution to include in its next catalog a statement of the recent order for the discontinuance of certain departments and courses of instruction. In spite of the storm of public clamor, the Board gave no intimation that it would withdraw from its position.

As soon as the two houses of the state legislature had settled down to the work of the 1913 session, in response to what was evidently a popular demand, resolutions were introduced in both houses calling upon the Board to rescind its action. In addition, a number of bills were introduced in both houses relating to the co-ordination issue. One, providing for the maintenance of the *status quo*, was passed in the House of Representatives by a vote of 85 to 10. A similar bill was passed in the Senate, 43 to 4. This Senate bill with amendments was passed by the House, 85 to 7. The resolution requiring the Board to rescind its order was passed unanimously by the House.

No single bill relating to the co-ordination order had been formally enacted into law and no single resolution had been agreed to by both houses; but the temper of the legislature was so obviously in opposition to the Board and the

possibility of the abolition or of the entire reorganization of the Board seemed so imminent, that on April 3, 1913, the Board adopted a resolution rescinding the order of October 8, 1912, thus staving off any further hostile action by the Assembly. So ended the major campaign fought out on the co-ordination issue. And so, too, the teachers college idea was successfully defended in Iowa, and the State was definitely committed to the maintenance of a standard four-year college program at Cedar Falls.

The State Board of Education in succeeding years continued to be somewhat concerned over questions of co-ordination and of duplication, but never again has it made any serious effort to effect these ends on anything like the scale attempted in 1912. A survey of state higher education in Iowa was made in 1915 by a commission appointed by the U. S. Commissioner of Education on request of the Board, but the report of this commission was productive of only inconsiderable changes in institutional policy in general and of practically no change in that of the Iowa State Teachers College. Similar surveys have been made at intervals in later years, but in none of the reports of these surveys has the fundamental idea underlying the organization and maintenance of a teachers college for Iowa been challenged. This issue is now one of merely historical interest.

Growth of the College Since 1913

The Iowa State Teachers College emerged from the conflict in 1912-13 stronger than ever before and with renewed realization of the high place it had come to hold in the hearts of the people of Iowa. Its growth since 1913 has been a steady one, remarkable only when comparisons are made between conditions then and now. Materially it has grown from a physical plant of forty acres with ten buildings to one of two hundred fifty acres with twenty-six buildings. The size of the faculty has increased from one hundred to three hundred fifty. The student body has fluctuated in size with the changing times, but it reached its highest level on the campus in 1948-49 with an average of 2,924 for each quarter of the regular academic year, as compared with an average of 1,251 for each quarter in 1912-13. What is far more significant, however, is that the educational stature of the college has increased in keeping with its material growth, and that today the Iowa State Teachers College, with full recognition by all accrediting agencies, ranks as one of the leading institutions of higher education in the United States, not alone in comparison with institutions of its own class but with collegiate institutions in general.

NOTE

Other Phases of the Teacher Education Program in Iowa

The state of Iowa has further assumed responsibility of teacher education through establishing

- 1) legal requirements for teacher certification
- 2) a program of normal training in high schools
- 3) programs of teacher education in the State University and the State College, and
- 4) programs of teacher education in public junior colleges.

CERTIFICATE REQUIREMENTS FOR TEACHER EDUCATION. It was recognized from the beginning of educational legislation in Iowa that the state should set minimum standards for the certification of teachers. For many years, licenses to teach were obtainable only on the basis of examination by district, county, or state authorities. It was not until 1890 that certification was authorized for the completion of courses or curricula in a teacher education institution, when the State Board of Educational Examiners was empowered to issue state certificates and diplomas without examination to graduates of the Iowa State Normal School who had complied with specified conditions as to teaching experience. This recognition of the work of the Normal School aroused the jealousy of other teacher education institutions in the state and their continued agitation led to the repeal of this act in 1900. After an interval of seven years, the principle involved in the earlier act was re-embodied in a law extending the privilege of state certification without examination to graduates of all collegiate institutions approved by the Board of Examiners for this purpose.

The act of 1913 requiring twelve weeks of normal training in an approved institution preliminary to admission to examination for a uniform county certificate was the first step toward the ultimate substitution of training for examination as the basis of certification. This transition was furthered by modifications of the uniform county certificate statutes allowing the substitution of course credits earned in approved institutions for the examination in certain specified subjects, and it was completed by the act of 1945 eliminating certificate examinations altogether.

The Iowa State Teachers College has, throughout all these changes in certificate laws and regulations, continued to occupy a position as the institution whose practices and courses have served as guides for other teacher education institutions in the state.

NORMAL TRAINING IN IOWA HIGH SCHOOLS, 1911-1945. The particular need for the preparation of teachers for Iowa's ten thousand one-room rural schools led in

1911 to the setting up of a system of normal training in high schools with a nominal state subsidy to each high school approved for this purpose. These normal training high schools were placed under the direct supervision of the department of public instruction and teachers certificates were issued to graduates of the prescribed course. The Iowa State Teachers College for a number of years offered a curriculum for the training of critic teachers for these schools, but otherwise maintained only an indirect relationship to this program. The statutes governing this phase of teacher education in Iowa were repealed in 1945 as an essential step toward the raising of the standards of teacher certification to the collegiate level.

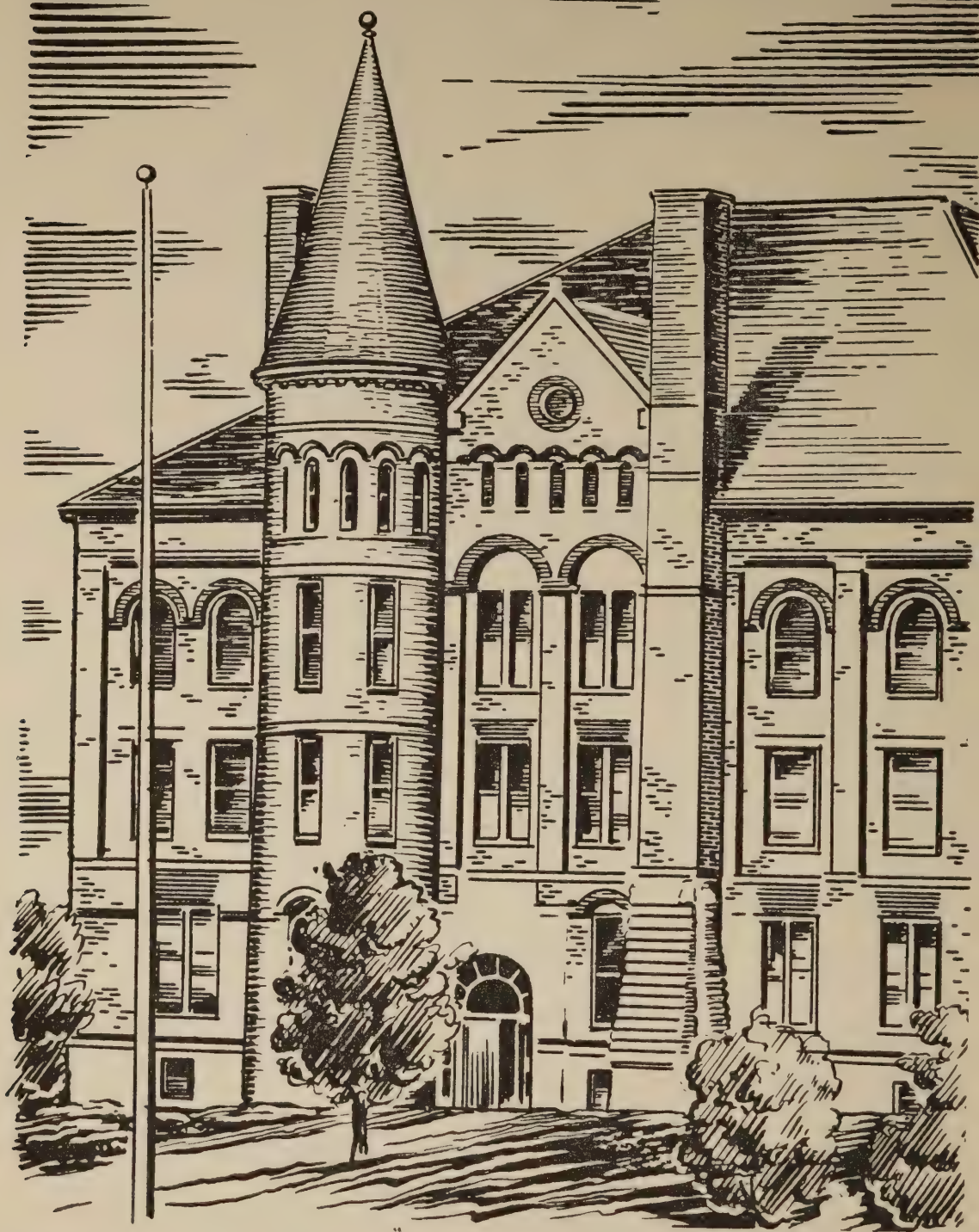
TEACHER EDUCATION AT THE UNIVERSITY AND THE STATE COLLEGE. Over the years of the last three quarters of a century, there has been a marked expansion and development of teacher education programs both in the State University of Iowa and in the Iowa State College (Ames). At Iowa City, the Normal Department became in turn the Department of Pedagogy, the School of Education, and ultimately the College of Education. At Ames, the Department of Vocational Education has evolved into another College of Education, in fact if not in name. Graduate programs in education are maintained in both of these institutions and they are making valuable contributions to the fields of teacher education and educational research in the state.

TEACHER EDUCATION IN IOWA PUBLIC JUNIOR COLLEGES. The public junior college movement, which had its Iowa origin in the 1920's, has also made an incidental contribution to the state teacher education program; but the contribution made by the few which have participated in it has been relatively small down to the present time. In recent years, the Iowa State Teachers College has made several tentative efforts to bring about some unification of the junior college and the college programs, but without significant result.

Chapter 2

THE GOVERNMENT AND MAINTENANCE OF THE INSTITUTION

The state should make such provision for the government and maintenance of a state teacher education institution as shall tend to insure its stability and growth and its devotion to the ends for which it is established.



Administration Building circa 1896

EXTERNAL GOVERNMENT

The Board of Directors, 1876-1897; the Board of Trustees, 1897-1909

PERSONNEL OF THE BOARDS. By the act of 1876, a "school for the special instruction and training of teachers for the common schools of the state" was established at Cedar Falls and placed under the management and control of a board of directors consisting of six members to be elected by the General Assembly. As noted earlier, this act was passed so late in the session as to make an election by this body impracticable; hence the members of the first board were appointed by Governor Kirkwood. Of the six men so chosen, four—Hemenway, Thayer, Smith, and Robinson—were prominent attorneys, each of whom had served one or more terms in the Iowa state legislature; of the other two, Lewelling was Superintendent of the Girls' Industrial Home at Mitchellville, and Pattee was a former Auditor of State in Iowa. All were Republicans in politics except Thayer and Pattee. Thayer, who was editor of the *Clinton (Iowa) Age*, had been a delegate to the National Convention at Charleston, S. C., in 1860, and later served in a similar capacity in the national Democratic Conventions in 1876 and 1880. On Pattee's resignation to become the first Steward of the Normal School, his place was filled by the appointment of W. A. Stow of Hamburg, Iowa, another attorney and a Democrat. Hemenway was replaced on his election to the Iowa State senate by the appointment of J. J. Tolerton of Cedar Falls, also an attorney. These changes increased the number of attorneys on the board to five. Robinson of Storm Lake later served for twelve years as a justice in the Iowa Supreme Court and ultimately as chairman of the Iowa Board of Control of State Institutions.

The wisdom and care exercised by Governors Kirkwood and Newbold in choosing only men of the very highest quality as members of the new Normal School board is shown by this summary of their qualifications, as is also the policy of bi-partisan appointments, although this was not required by the statute. Another policy, evident throughout the period of the Normal School and for some years thereafter, was the maintenance on the board of one member who was a citizen of Cedar Falls, usually referred to as "the

resident member." These resident members were successively: H. C. Hemenway, 1876-77; J. J. Tolerton, 1877-82; W. M. Fields, 1882-93; Hemenway again, 1893-94; Edward Townsend, 1894-1900; and Roger Leavitt, 1900-09 as a member of the Board of Trustees, and from 1909-15 as a member of the State Board of Education. These resident members proved to be towers of strength to the institution for almost a half century.

The first election of a member of this board by the General Assembly in 1878 initiated a policy which proved to be of somewhat questionable value, that of placing public school administrators on the board. Between 1878 and 1900, nine school men were selected for this board, with consequences at times embarrassing to the President of the Normal School. These difficulties arose chiefly from the fact that some of these school administrators were too likely to assume that they knew better how to run the Normal School than did the president, but such interference was reduced to the level of personal annoyance by the unfailing support of Seerley's policies by the lay majority of the board.

Another occasion for embarrassment to President Seerley arose from the political manner of choice of the board members and from the ambition of certain persons either to get on the board, or to stay on it once they had been elected. Seerley was compelled a number of times to assure correspondents that it was his policy strictly to keep his hands off any attempt to influence the legislature in its choices for these positions. As he gained in personal prestige over the state, however, it became almost impossible for him to convince some of the disappointed candidates for places on the Normal School Board that he was not responsible for their defeat. For example, a school superintendent, who had failed of re-election to the board, wrote to Seerley, contrasting a statement of the latter to the effect that he had not at any time been a factor in the election of trustees with a clipping from the *Des Moines Register*, which gave quite the contrary impression. Seerley in reply could only reiterate his former statement and deplore his correspondent's reliance upon an unauthenticated news report. The aggrieved gentleman replied (in part), "Ever since I read Van Dyke's *Foot-Path to Peace*, I have tried to be governed by my admirations rather than by my disgusts."

On the other hand, there were several school men elected to the Board between 1886 and 1898 who were positive aids to the President. One of these was J. W. Jarnagin, Superintendent of Schools at Montezuma and editor of the *Montezuma Republican*, a personal friend of Seerley since his Oskaloosa days, and ever an influential friend of the Normal School, particularly in dealing with the state legislature.

To these professional school men elected to the Normal School Board, there was added by act of the legislature in 1888, as *ex-officio* chairman of the board, the incumbent superintendent of public instruction. The men serving the Normal School in this capacity were: Henry Sabin, 1888-92, and 1894-98; J. B. Knoepfler, 1892-94; R. C. Barrett, 1898-1904; and John F. Riggs, 1904-09. Of these men, Sabin in particular proved to be a power both professionally and politically in helping the Normal School through its critical period of adolescence to a confident and assured maturity. Sabin was unquestionably Seerley's closest friend in these years, but his judgment and decisions were never influenced by any other consideration than that of the professional well-being of the School, as he saw it. These two men, Sabin and Seerley together, made a combination of strength and character which laid firm and lasting foundations for the success which was to come to the Iowa State Teachers College.

Two other names of board members during the Normal School days should be mentioned as among those who contributed largely to the success of the institution. Of these, Irving J. McDuffie, an attorney (and a Democrat) from LeMars, served on the board for seventeen years from 1892 to 1909, the longest term of such service down to that time. Seerley came to lean heavily upon the advice and counsel of McDuffie, as the official correspondence between them attests. And, strange as it may appear, McDuffie, though consistently after 1894 a member of the minority party in the state, was at all times through the force of his character and political insight able to exert a marked influence upon legislative and executive decisions affecting the institution he served so faithfully and so well.

After the retirement of Sabin from active participation in Iowa educational affairs and his ultimate removal from the state, Seerley found a new and powerful friend in Roger Leavitt, whose service as a board member continued into the period of the State Board of Education, covering the stormy days of the Whipple report and the "co-ordination controversy." In 1915, Leavitt failed to be reappointed to the Board because of his steadfast devotion to the interests of the Teachers College, but throughout the remaining years of the Seerley administration he continued to serve the interests of the College and of his long time friend in such manner as to justify his characterization as a "first citizen" of the state.

POWERS AND DUTIES OF THE BOARD. The duties of the board as prescribed by law in 1876 remained substantially unchanged to the end of the Normal School period. These were:

To provide for and carry out the object for which the school was established;

- To employ suitable and competent teachers and other employees;
- To direct, use and control all state property coming into their hands;
- To make necessary rules for the government and management of the school;
- To provide for the admission of pupils from the various counties in proportion to their respective population, and upon appointment by the respective boards of supervisors, or as the board might direct;
- To establish and publish rules for the admission of pupils, such rules to provide for equal rights to all teachers in the state, but to require satisfactory evidence of the good character of the pupil;
- To require all pupils on admission to sign a statement of their intention in good faith to follow the business of teaching in the state;
- To make all necessary and possible arrangements for the boarding and lodging of the pupils, but to require the pupils to pay the cost of the same;
- To require each pupil to pay a fee for contingent expenses amounting to not more than one dollar a month;
- To determine the part of the year during which the school was to be open, but to require the session to continue at least twenty-six weeks; and
- To open school for the use and instruction of pupils on or before September 10, 1876.

SELECTION OF TEACHERS. Certain of the actions of the first board of directors essential to the opening of the Normal School have already been discussed. Of the various duties imposed upon the board, no one was taken more seriously than that relating to the employment of "suitable and competent teachers." This the board considered, and with reason, one of its primary functions; but in the exercise of this power certain rights which might be assumed to inhere in the office of principal were sometimes subordinated or ignored. In one case of record, in the filling of an important position in the instructional staff as early as 1878, a recommendation of Principal Gilchrist was set aside and the candidate of a member of the board was selected for the position.

After Seerley came to the headship of the School, there is no instance of such procedure, and he was usually allowed to nominate candidates for faculty positions. There are, however, a few cases identifiable where the board took the initiative in selecting teachers, not always with the most satisfactory results. There is some evidence of a desire on the part of some members of the board to pay debts of politics or friendship by appointments to the Normal School faculty. Fortunately only one such appointment seems actually to have been made, and it took several years there-

after before the services of the unsatisfactory appointee could be disposed of. Usually Seerley was able to handle such cases with sufficient firmness and tact to prevent their reaching seriously embarrassing proportions; but he must have suffered some headaches from the ambition of one or two board members to become members of the faculty, particularly after the nomination of teachers was placed entirely in the hands of the president. This action was not taken until 1902, although by custom and precedent this policy had been in effect for some years previous to that date. Eventually by sheer force of character and personality, Seerley came, practically, though unintentionally, to dominate the board, in this and in other matters of policy, and this fact was used later as an argument for bringing the Normal School under the impersonal control of a unified board to have charge of all the state educational institutions.

THE BOARD OF TRUSTEES. The change of name from Board of Directors to Board of Trustees was made in 1897 on recommendation of the Code Revision Commission of that date in order to bring this title into harmony with those of the boards in control of other state institutions. This change involved no other significant modification in the system of state control of the Normal School.

The State Board of Control, 1898-1909

Objections to the persistent lobbying by the friends of the state educational institutions, the difficulty experienced by members of the state legislature in their efforts to decide upon the validity of the claims and counter-claims of these institutions for support, and a growing suspicion that the funds made available for such support were not always wisely used by the institutions led as early as 1890 to the suggestion that they all be placed under a single board of control. This idea gained support gradually and was finally embodied in a bill which was heatedly debated in the session of the Twenty-seventh General Assembly in 1898. The proponents of this measure were compelled to recede from their original plan to place all state institutions, including those devoted to higher education, entirely under the control of such a board. A compromise measure, limiting the powers of the board of control over the educational institutions to supervision of matters of financial management and accounting, was ultimately passed. From 1898 to 1909, the Normal School, in common with the State University and the Agricultural College, was subjected to this form of external government, in addition to that of its own board of trustees.

RELATIONS WITH THE BOARD OF CONTROL. The first chairman of the Board of Control, ex-Governor William Larrabee, visited the Normal School

in October, 1899, and on the basis of his investigation submitted to the Governor a report criticizing the Normal School Board 1) for paying the funeral expenses of a student who had lost his life as a result of an accidental gunshot while participating in the Memorial Day exercises as a member of the Normal School cadet battalion, 2) for permitting school districts to use the Normal School buildings without paying rent therefor, 3) for paying \$50 out of the Student Contingent Fund toward the expenses of the annual alumni banquet, and 4) for paying out money for advertising in Iowa school journals and other publications. Nothing came of these criticisms which were obviously without reasonable foundation. The acts criticized were either covered by statutory authorization, or lay within the scope of proper discretionary authority of the Board of Trustees.

A second report of the Board of Control in 1901, this time by its new chairman, G. S. Robinson (a former member of the Normal School Board of Directors), was also considered unduly critical of the Normal School. In reply to a request from President Seerley for a rehearing on certain points of criticism, Robinson said:

Your request for a rehearing on certain matters referred to in our report has been received and considered. It does not seem to us that the explanations you make make it necessary for us to change our report in order to do justice to the institution. The criticisms offered were in the most friendly feeling, [toward an institution] which we believe merits the confidence of the entire state. We cannot think that the few changes we suggest will be made the basis of any sensational charges against the school. . . . We have never doubted the good faith and integrity of all the officers of the school. It is possible that you have drawn inferences which we did not intend and which we believe unwarranted. We know this is true of others. . . .

With the highest regard for yourself and the institution which is largely your creation, etc.

There were some valuable results of this report of the Board of Control, involving changes in matters concerning bids for material, labor, etc., and formal contracts for work to be done for the School, changes made necessary, as President Seerley said, by the fact that "Our work has outgrown the simple system once thought sufficient." He stated further that he found the spirit of the Board of Control to be in no sense "unfriendly or hypercritical."

For the next seven years, as already noted, legislative attention in Iowa was centered upon the ultimately successful attempt to establish a single board of education for the express purpose of governing the state institutions of higher learning. During this time, the relation of the Normal School

to the Board of Control became one of mutual understanding, as is shown by a letter written in 1906 by L. G. Kinne, third chairman of the Board of Control, in reply to an expression of sympathy by Seerley to him at a time when Kinne was suffering from a serious illness.

Your note of sympathy is most fully appreciated. Prospect for my recovery is excellent. Whether, as you indicate, the State needs my services or not may be a matter of no great moment, but so long as that service is attempted to be rendered the people have a right to it in its fullness. . . . From the depths of my heart, I appreciate the words of sympathy and uplift which have always been found in your official correspondence with me and which have ever tended to make lighter the burdens imposed by law and pleasanter to carry out the duties created thereunder.

I trust there may yet be for you many years of actual efficient service for the benefit of the great State we all love so well.

The part of the act requiring the Board of Control to exercise supervision over the finances of the state educational institutions was repealed by the law creating the State Board of Education, and thereafter the Board of Control was limited in its operation to the charitable, eleemosynary, reformatory and penal institutions of the state.

The State Board of Education (Since 1909)

The state educational institution at Cedar Falls has spent forty-two of its seventy-five years under the government of the State Board of Education. Circumstances already noted attending the origin of the Board, and in particular the fact that its establishment was a direct outgrowth of the caustic and unfair report of the Whipple Committee in 1906, made the initial relations of the institution to the new board somewhat strained; and the stormy days of the "co-ordination controversy" between October, 1912, and March, 1913, found all three state schools in open conflict with the Board. So far as the Teachers College was concerned, it would have been difficult in any case to become adjusted to an impersonal relationship with its governing board after so many years of what had come to be an intensely personal relationship. But when the new Board, in its second biennial report (1912), officially condemned the Teachers College for its "ambition" to grant college degrees and for having "gone even to the extent of offering graduate work," when it stated that "the work required for a college degree [at Cedar Falls] was not equal to that of standard colleges," when it confirmed as "justifiable criticism" the Whipple Committee charge of "direct subversion of its real purpose," and when it followed these charges with the order cutting this institution back to the status of a two-year normal school, even as good a soldier as Homer Seerley found himself in open rebellion.

That the men on the Board and in the institutions who were most active in the conflict were able on the one hand to accept defeat with equanimity and on the other to accept victory with dignity and restraint is a tribute to the character of the men involved. That they were able thenceforward to face their common problems together, find ways of reconciling their differences of opinion, and work together toward the realization of their common aims is equally a tribute to these men.

RELATIONS WITH THE BOARD OF EDUCATION. The act creating the State Board of Education in 1909 provided for the appointment of its membership by the governor, with the approval of the senate. Its non-partisan composition was assured by limiting the number from any one political party to five of the nine members. The fear expressed by some of the opponents of the original measure that the governors might use the Board as merely another source of political patronage has proved to be unfounded. Only one governor in over forty years has attempted this and in this case the nomination was rejected by the senate. Two of the four men who have served as presidents of this board have been members of the party which has been in the minority in Iowa for all but a few years since 1909. The most searching examination of the records fails to reveal a single instance where the Board of Education has been influenced in making its decisions by any other consideration than their conception of the welfare of the institutions committed to their care and of the state which the Board and the institutions serve. This fact is due to the uniformly high character, outstanding ability, and unselfish devotion to civic duty manifested by the men and women who have constituted its membership.

It should be borne in mind that the Board in its famous co-ordination order was influenced only by the conviction that such action was impelled upon them by the terms of the act which brought this board into being. It was only after they had become convinced, to quote their own statement in a review of this controversy in their 1932 report, that the order of 1912 had gone "beyond the will of the people" that they reluctantly yielded to a pressure which threatened to destroy all the gains that had been made in providing for the unified control of the state educational institutions. They said further in this same report, "We have learned that you can do more through evolution than through revolution," and since 1912 they have been guided by this principle.

Institutional Surveys

THE CLAXTON SURVEY, 1915. In 1915, the Board invited a survey of the educational institutions by a commission appointed by P. P. Claxton,

U. S. Commissioner of Education, the results of which furthered the process of evolution toward co-ordination. The most important contribution made by the Claxton Commission survey was the enunciation of the principle of major lines of service, by which the province of each institution was defined, and to compliance with which principle each institution was enjoined. For the Teachers College, the major lines of operation were stated as the pre-service and in-service education of teachers. Thereafter, as before, this definition of its province continued to be the guide for all developments in the evolution of its program.

THE CAPEN SURVEY, 1925. Ten years later, in 1925, another survey of the educational institutions was made, on invitation of the Board of Education, by a committee headed by President S. P. Capen of the University of Buffalo, again with particular reference to duplication of efforts. This committee in its report on engineering in the State University and the State College (Ames) found that "both units were older, larger, more substantially equipped, and more strongly fused with the institutional organisms of which they were a part," than they had been in 1912. Their recommendation on this point, with which the Board concurred, was:

That the consolidation of the two schools of engineering is now inadvisable. It urges that the State Board of Education and the people of Iowa accept the existence of duplication in this field as a permanent condition of the higher educational enterprise of the State.

The Capen report of 1925, however, "taking note of the extensive duplication of courses for teachers of vocational subjects in all three state institutions," recommended:

1. That the training of teachers for the Smith-Hughes schools be carried on only at Ames;
2. That the offering of degree curricula for the training of teachers of Agriculture, Home Economics, and Trades and Industries be permitted only at Ames;
3. That the offering of degree curricula for the training of teachers of physical education be permitted only at the State University; and
4. That the training of vocational teachers in commerce be permitted only at the State University and the State Teachers College.

The State Board of Education fully approved only the first and fourth of these recommendations. On the ground that the needs for the training of teachers in Agriculture, Industrial Arts, Home Economics, and Physical Education for the high schools of Iowa exceeded the capacity of any one institution, the continued offering of majors in these lines at Cedar Falls was approved by the Board.

THE BROOKINGS SURVEY, 1933. The report of a survey of all tax supported institutions and agencies in Iowa, made by the Brookings Institution in 1933 at the invitation of the Democratic state administration, once more raised the question of a possible consolidation of the two engineering schools, and of other changes, in the interest of alleged economy and efficiency; but in view of "institutional loyalties and strong public sentiment [which] would place serious obstacles in the way of such consolidation," the Board of Education did "not find such action feasible or desirable."

THE CAPEN SURVEY, 1939. The issue of duplication was once more sharply raised by a bill which was introduced in the House in the Forty-eighth General Assembly in 1939, which called upon the State Board of Education "to disestablish, after the date of the graduation of the class of 1939, the school of engineering" at the State University and "to transfer the property and equipment of said school" to the State College at Ames. When, however, it was learned that the Board had already arranged with Dr. Capen to come to Iowa again "to conduct a survey of higher education with a view to eliminating needless duplication in courses and facilities and to appraising the newer fields of education into which the state institutions of higher learning had been drawn," the proposed legislation was abandoned. In its place, a resolution was agreed to by both houses calling upon the Board to report to the governor quarterly during the next biennium regarding "the progress made under the study contemplated." These reports were republished in full in the Sixteenth Biennial Report of the Board in 1940.

Four recommendations were made as the result of this investigation:

1. That the enrolment in the College of Engineering at Iowa City be limited to 500 students;
2. That graduate work in home economics at the University be confined to the fields of nutrition and child welfare;
3. That special joint committees of the staffs of the University and the State College be appointed to deal with each new problem in the field of graduate study and report their recommendations to the Presidents and to the Board; and
4. That certain stated meetings of the Board each be devoted to the presentation by the presidents of the three institutions regarding recent educational developments within their respective institutions and any plans for expansion.

In response to these recommendations, the Board created a standing committee within its own organization "specially charged with watching curricular and outside activities," through which it was believed that each institution could be kept "within the scope of its own pattern and program."

Of what had already been accomplished in developing interinstitutional relationships, Dr. Capen said:

The parity of the three institutions of higher learning has been established and their offerings have been integrated. Iowa is now served by a compact and efficient university system. In recent years, the Board has also accomplished something else of almost equal importance. It has brought about harmony and willing cooperation. . . . Where staffs and administrative officers are conscious of belonging to a tripartite organism and are eager to cooperate rather than to outwit one another, the danger of developments not consonant with the central plan is slight.

In this report, not one case of unnecessary duplication between the curriculum offerings of the Iowa State Teachers College and either of the other two state educational institutions, nor any fields of instruction inconsistent with the purpose for which this College was created were pointed out. The Board commended "the continued vigilance" maintained to these ends at Cedar Falls, and the careful and economical expenditure of the appropriations which had been made for the support of the College.*

The Board of Education Since 1940

The conditions existent in the relations of the three state schools in 1939 have continued through the following decade. Their satisfactory nature testifies to the effectiveness of the policy of fostering a wise evolution, as well as to the steadfast adherence of the Board to its concept that provision for the integration and co-operation of these institutions is its first duty and obligation.

The years since 1940 have been for the most part years of war, of uncertainty as to the future, and of adjustments, first, to falling enrolments and mounting costs, then to military programs on all campuses, and, with the cessation of active warfare, to enrolments which reached new peaks. Throughout these trying times, the State Board of Education has carried an unusually heavy load of responsibility in a manner representative of the best traditions of democratic government. The Iowa system of unified control of higher education has thus justified itself through having insured the stability and growth of the state colleges and their devotion to the ends for which they have been established.

*The Strayer Survey of 1950 is discussed in Chapter IV.

THE FINANCIAL SUPPORT OF THE INSTITUTION

A Struggle for Existence, 1876-1890

The Iowa State Normal School came into being as a ward of the state, solely dependent for its financial support upon the wish and will of the successive General Assemblies. Both the State University and the State College at Ames had received grants of public lands from the federal government: two townships (46,080 acres) "for the use of a university," and 240,000 acres for the establishment of a college of agriculture and mechanic arts. Unfortunately most of these lands were sold at an early date, some at prices as low as \$1.25 an acre; but at that the proceeds of these sales amounted in total to what the men of those days considered to be "munificent endowments." It was at first generally assumed, especially in legislative circles, that the income from these endowments would be sufficient to provide for the running expenses of these schools and that the obligation of the state would be limited to providing the buildings and equipment; but within less than twenty-five years after these institutions were established it was found necessary to make appropriations for their current support also.

The Normal School enjoyed no such initial advantage. Its only "grant" was a forty-acre tract of land and the buildings erected thereon for the Soldiers Orphans Home. Hence, for its current support from biennium to biennium, the institution at Cedar Falls has been entirely dependent upon legislative appropriations.

The act establishing the Normal School in 1876 provided appropriations for its support during the coming biennium—\$10,000 for the salaries of teachers and officers, \$3,000 for improvements and repairs, and \$1,500 for contingent expenses, or \$14,500 in all. A determined effort to cripple or destroy the School in the session of 1878 was defeated only by accepting a compromise reducing the support fund for the coming biennium to \$13,500. The opposition at this time struck at the very roots of the normal school idea, as is shown by an extract from the report filed by a minority of the appropriations committee in the House:

It is not a legitimate object of state government to provide professional education for a portion of its citizens at public expense; but the state has performed its whole duty in the matter of education when it has provided every child with the means of obtaining an education which will fit him for the practical duties of citizenship. No scarcity of trained teachers with whom to make our present school system effective exists, and therefore it is unnecessary for the state to go into the business of preparing young men and women for the position of teachers.

Persistent efforts were made in 1880 and 1882 to require the payment of tuition by the Normal School students in order to "assist in the payment of the expenses of the institution" and that "the appropriations might be diminished." These efforts were staved off by compromise and the biennial support fund was increased successively to \$17,700 and \$19,500. In 1882 also, an appropriation of \$30,000 was secured for the construction of a new building at Cedar Falls. The biennial appropriations for the Normal School reached a ten-year high in 1884 at \$27,000, but this amount was reduced to \$25,500 for the next biennium, and with this inadequate sum available for its support, Homer Seerley assumed the headship of the institution in 1886. A measure of confidence in the new administration was evidenced in 1888 by an increase in the amount for biennial support to \$30,200, and in addition by an appropriation of \$7,100 for connecting the School with the Cedar Falls city water system, thus assuring a more satisfactory and dependable supply of water than had been available from the former well, windmill and tank.

Continuing Appropriations, 1890-1925

With the biennium beginning in 1890, a significant change in policy was made by extending to the Normal School a privilege which had been enjoyed by the University since 1878, that of receiving certain appropriations on a "permanent" or "endowment" basis, payable "annually hereafter" until specifically repealed. The Normal School appropriations made at this session were: \$17,500 "annually hereafter," \$5,800 additional for each of the coming two years, and \$6,000 for the erection of a home for the president, a total for the biennium of \$52,600.

This favorable action was due largely to the influence of Governor Horace Boies, of Waterloo, the first Democratic Governor of Iowa since 1854, who in his inaugural address (Feb. 17, 1890) said:

[The Normal School] is wholly dependent upon temporary appropriations designed to supply its needs until another legislative meeting. Ordinary business principles demand reasonable certainty as to the means of carrying forward any enterprise. The appropriation for the Normal

School should not only be in the form of a permanent endowment but should be liberal so as to make the school what it is intended to be—a source from which superior teachers of both sexes are to be supplied for our common schools.

From 1890 to 1925 the biennial support funds of the institution were increased by successive Assemblies, first passing \$100,000 in 1900 and \$1,000,000 in 1921. The Fortieth General Assembly, in extra session in 1924, enacted a state budget law which repealed all continuing appropriations for the state educational institutions after June 30, 1925. Since that date, all appropriations for the support of higher education have been made on the biennial basis, or, in the cases of capital expenditures, in single amounts.

The Millage Levy Policy, 1902-1915

In 1896, after repeated recommendations from various governors, a state-wide millage levy was authorized for building purposes at the State University. Six years later (1902), the policy of making millage levies for capital expenditures was extended to the other two institutions, and the Iowa State Teachers College thereafter for thirteen years received annually the proceeds of a tax of 1/10 mill on all real property in the state. The amounts so received, totalling more than \$870,000, were used for the construction of the present Women's Gymnasium, the Physical Science, Library, Campus School, and Vocational buildings, the homes of the president and the superintendent of buildings and grounds, and the first unit of Bartlett Hall. The other buildings on the campus, except the Campanile, the Commons, Baker, Seerley and Lawther Halls, and the Stadium, have been erected with funds appropriated for these specific purposes. The other buildings designed for student housing, recreation, and food service have been financed chiefly under the provision of an act of 1925 authorizing the State Board of Education to erect dormitories by the use of money borrowed on the security of pledges of the rents, profits and income from such property.

Support Since 1925

Appropriations for current support fell to \$960,000 for the biennium in 1933, more than half a million dollars less than the amount available in 1929. Since recovery from the depression, state appropriations for the support of the Teachers College have increased for each biennial period, to a maximum in 1951 of \$5,273,000.

Between 1925 and 1948 the amount expended from direct appropriations for buildings on the Teachers College campus was comparatively limited,

but since 1945 the state legislature has made substantial additions to the capital expenditure fund at Cedar Falls, from which the Arts and Industries Building has already been erected and a new campus laboratory school building is under construction.

Budgetary Procedure, 1876-1925

Throughout the entire period from 1876 to 1925, the Boards of Directors and Trustees and the State Board of Education have reviewed the institutional budgets prepared by the executives, have presented them to the legislatures with such revisions as seemed to them desirable, and have fought the battles necessary to have them included in the appropriation acts. In the days when separate boards were in charge of the educational institutions, this responsibility involved protecting the interests of each institution against the intrusion of the others. Since the unification of control under the State Board of Education, such questions have been settled before the legislative sessions convened.

There seemed reason to fear in the years immediately following 1909 that the new Board might discriminate against the Teachers College by reducing its legislative askings. The contrary proved to be true. The "continuing" appropriations for the support of the College were increased by the 1913 legislature (the one which killed the first co-ordination proposal) by \$80,000, and two years later by another \$127,000. The fact that the Teachers College was so readily able financially to weather this storm was at that time due not so much to the influence of the Board as to the statewide confidence in the wisdom, integrity and financial ability of Homer Seerley.

The Budget Act of 1924

The passage of the budget act in 1924 and the creation of the office of state budget director (now comptroller) interposed another hurdle which had to be surmounted before the legislative askings could finally be embodied in appropriations bills. At this stage of operations, as later in the legislative sessions, the Board of Education has protected and advanced the cause of higher education in the state far more satisfactorily than would have been possible under the former separate competitive system of control. The state has thus provided with reasonable effectiveness for the maintenance of an institutional program of teacher education in the Iowa State Teachers College.

Income from Student Fees

The funds for the support of the institution have from the beginning been supplemented to some extent by the proceeds of fees paid by the stu-

dents. Certain of these fees have been collected uniformly from all students, while others have been collected for special services, such as private lessons in music. The uniform fees have been variously designated as contingent, tuition, and enrolment fees. The first regulations in 1876 required the payment of a *contingent* fee of 25c a week, the proceeds of which were applied to the cost of heating and caring for the schoolrooms. During the first six years, tuition, in the sense of payment for instruction in the regular work of the Normal School, was not required on the part of those students who signed a declaration of intention to teach in the public schools of Iowa; but tuition, in the amount of \$2 a month, was required from students who declined to sign such a declaration. The income from this latter source was inconsiderable, as very few students ever declined to make the declaration, whatever their intentions might have been.

The catalog for 1882-83 announced that "in view of the limited appropriations for instruction made by the last legislature and the call for additional teachers by increased attendance," the Board of Directors had felt that it was necessary temporarily to require the payment of *tuition* by all students, \$4 for the Fall Term (sixteen weeks) and \$3 for the Winter and Spring Terms (twelve weeks each). The *contingent* fee was increased to 35c a week at the same time. The tuition fee was discontinued at the beginning of the next year and the contingent fee was returned to 25c a week.

In 1896, the length of the regular academic year was changed to thirty-six weeks, divided into three twelve-week terms, and the uniform student fees were increased to \$5 a term, of which \$3 was classified as contingent fee and \$2 as tuition. The uniform amount of \$5 a term continued to be collected until 1924-25, but after 1902-03 it was not divided into contingent fee and tuition, the entire fee being called the *enrolment* fee.

The friends of the private colleges in the state had long felt that the policy in the state colleges of charging merely nominal tuition placed the private colleges at a marked disadvantage in the competition for students. This feeling led in the session of the Fortieth General Assembly (1923) to several efforts to correct a condition which seemed disadvantageous to these private schools. A bill for an act to subsidize the training of elementary teachers in private schools and colleges and place this work under the direction of the State Board of Education passed both houses and failed of becoming a law only because of its veto by Governor Kendall. When the sections of the proposed revised code relating to the state colleges came before the upper house, a senator from a district containing a private college moved to defer consideration of the sections until the matter of tuition in the state colleges should have been investigated by a special committee. The motion

was adopted. This committee later filed a report listing the amounts of tuition charged in the Iowa independent colleges, ranging from \$82.50 to \$215 a year, as contrasted with no tuition at Cedar Falls and merely nominal amounts at Ames and Iowa City. No action was taken, even in the Senate, upon this report; but the sentiment among the legislators in favor of an increase in student fees in the state colleges was sufficiently evident to induce the State Board of Education to instruct the Finance Committee to investigate the question. In May, 1925, the recommendations of the Finance Committee were adopted by the Board and the three state institutions were directed to increase their student fees. Such increases became effective at Cedar Falls in 1927, the *enrolment and tuition* fee for freshmen and sophomores being fixed at \$17.50 a term and that for juniors and seniors at \$30 a term. At the same time, the requirement of the signing of a declaration of intention to teach was dropped. These fees were raised from time to time, until by 1937 they stood at \$26 for freshmen and sophomores and \$32 for juniors and seniors. By 1947, there had grown up in addition a complicated system of assessments and fees for special courses, and in this year all of these charges were combined into a uniform fee of \$32 a quarter, which was collected of all students regardless of classification. This was raised in 1950 to \$36 to cover the increased costs of the services rendered.

The proportionate contribution made to the support of the Teachers College by the student fees from year to year has been relatively small, never since 1927 amounting to more than one third of the total cost of instruction and in 1950 to not more than one fifth. In spite of the use of the term *tuition*, the proceeds of these fees have not been applied to the payment of the costs of instruction for many years. They have been used rather to provide many services not originally offered by the institution, such as medical and hospital service, placement service, subsidization of college student publications, and admission to athletic contests.

INTERNAL GOVERNMENT

The governing board of the institution should make such provision for its internal government and administration as shall tend to insure executive freedom and efficiency and at the same time give due recognition to the right of the faculty to participate in institutional government.

Executive Freedom and Efficiency

REGULATIONS OF 1876. The Board of Directors at its second meeting in July, 1876, adopted a set of rules and regulations for the government of the Normal School in which the powers and duties of the principal and of the faculty were set forth in some detail. These regulations were:

The officers of the school shall consist of a Principal, of such number of Professors and Teachers as necessities of the school may require, a Steward and a Matron.

The Principal shall teach the science of Didactics and conduct the department of methods and practice in the art of teaching and such other subjects as may be necessary. It shall be his duty to manage and govern the school, to exercise general supervision over all its departments, to report the condition of the school at each meeting of the Board, to sit as advisory member at the meetings of the Board, and to do all that may be required or implied by the position of Principal.

The Professors and Teachers shall perform the duties and work agreed upon by contract under direction of the Principal and generally promote the best interests of the school both as regards discipline and instruction.

The Principal and Professors shall prepare the course of study, recommend the text books, the rules and regulations for the various operations of the school and the management of pupils and report the same to the Teachers' Committee for adoption. They shall possess full power for the government and discipline of students.

GILCHRIST AND HIS BOARD. Under these regulations, Principal Gilchrist operated through the ten years of his service to the institution. In the early years, as was to have been expected in the relationship of a board of laymen dealing with an executive who was thoroughly conversant with the philosophy, ideals and practices of teacher education of that day, who had been a student under the great educational leader Horace Mann, and who had already been in charge of state normal schools in Pennsylvania and West Virginia, Gilchrist was allowed freedom of action without undue restraint. Gradually, however, these relations became strained from causes now identifiable only by implication. The Board at one time definitely invaded the traditional province of the executive by electing a teacher over Gilchrist's opposition. They manifested, too, an ironic sense of humor when, at the climax of a series of misunderstandings and differences of opinion regarding the Model School, they authorized its continuance by the Principal provided it could be done "without expense to the state."

Principal Gilchrist seems, at least after his relations with the Board had become strained, to have been willing to extend the limits of his authority very liberally. A case in point is that of the addition of Latin to the course offerings of the Normal School. After having been unable to obtain favorable action on a recommendation for Board approval of the offering of this subject, Gilchrist announced in the next catalog (1884):

The study of Latin is proposed, and students can be instructed therein by one or more teachers skilled in this line. A special tuition will be charged for this instruction. The Board of Directors has not authorized nor has it prohibited this feature. The High School course includes this study and the opportunity is ready and convenient.

With its hand thus forced, the Board had no recourse except either to repudiate this action of the Principal entirely or to approve the offering of Latin. They chose the latter course.

As the time for the legislative session of 1886 approached, it had become evident that the question of Gilchrist's retention as Principal would enter into the election of two new directors for the Normal School. Of the four hold-over members of the Board, three were definitely against and one for Gilchrist. The lines were strictly drawn in the legislature, and two anti-Gilchrist candidates were elected. In the meeting of the Board in June, 1886, Gilchrist received but one vote for re-election as Principal.

This unfortunate condition of affairs had apparently arisen from Gilchrist's insistent stand upon what he conceived to be the rights of an executive of such an institution, and from his concept of his duty "to manage and govern the school" and "to do all that may be required or implied by

the position of Principal." It is to be regretted that the institution and the state should thus have lost the services of a man of the highest character, of unusual breadth of educational vision, and of exceptional understanding of the problems of teacher education. It was to his inflexible adherence to his ideals and to his failure to adapt himself to conditions and attitudes inherent in the relationships of an expert to his lay governors and advisors, and to his failure to win the support of the county and local superintendents and teachers or his faculty, that Gilchrist's "dismissal," as he himself termed it, became inevitable.

SEERLEY AND HIS BOARDS. The governing board did not fully concede a proper recognition of executive rights until some time after the advent of Homer Seerley as head of the Normal School. Throughout the forty-two years of his administration, it was Seerley's unvarying policy always to defer to the judgment of his board and to recognize at all times its authority and responsibility. In particular, after the addition by law in 1888 of Henry Sabin as ex-officio chairman of the Board of Directors by virtue of his incumbency of the office of superintendent of public instruction, a situation developed which, if it had involved men of lesser caliber than Sabin and Seerley, might have been fraught with dire consequences to the institution. Here were two men, each in an executive position with reference to the Normal School, each with experience and ideas with regard to teacher education, each with a background of experience in public school administration, and each with the qualities which make for successful leadership, whose official relationship with each other was to continue over a period of eight critical years in the history of the Normal School. That these two dominant personalities did not clash, that their differences of opinion as to policies from time to time were never allowed to become ultimately divisive, that they were uniformly able to find common ground for agreement and action, is due to the kind of men they were—mutually considerate, willing to compromise anything short of ideals and principles, and withal bound together by the ties of friendship and respect, each for the other.

These qualities, too, in more impersonal measure characterized the relationship between the executive and the governing board, between the executive and the legislature, and between the executive and the people of Iowa during the Seerley regime. It has already been noted how Seerley was compelled to experience some embarrassment in dealing with the intrusive attempts of certain members of the Board of Trustees to confuse the duties of government with the rights of administration, and also how gradually the powers of the president were expanded to allow freedom of executive action to an unusual degree.

In some areas, for example in that of financial administration, the degree of authority granted to President Seerley, and based upon unlimited confidence in his personal integrity, was such as to be considered by his immediate successor, President Latham, to be too extensive to be wise in the hands of a new and untried executive. This feeling led, on Latham's recommendation, to the substitution of a business manager for the Teachers College, responsible jointly to the State Board of Education and to the president, in place of the previous financial secretary, whose major responsibility had been to the president alone.

After each of two relatively brief periods, those of the early days of the Board of Control and of the State Board of Education, when the executive head of the institution seemed to be unduly restricted in the proper exercise of his duties, Seerley succeeded in winning again for his office a proper recognition of its rights. Since then there has developed on the part of the governing board a concept of a line of demarcation between governmental duties and administrative rights which has tended to insure executive freedom and efficiency.

FACULTY PARTICIPATION IN INSTITUTIONAL GOVERNMENT

Academic Ranks

The original rules and regulations adopted by the Board of Directors in 1876 set forth a plan for the organization and the powers and duties of the faculty which remained unchanged until 1888. This plan involved the classification of the faculty into two ranks: professors and teachers. The faculty lists in the catalogs down to 1883 confirmed this differentiation, but thereafter until 1888 no academic ranks are given in these lists.

The Governing Faculty

By these regulations, the duties of the professors and teachers were prescribed as those "agreed upon by contract under the direction of the Principal," and those involved in the promotion of "the best interests of the school both as to discipline and instruction." These general statements were never more specifically defined, nor were written contracts then or thereafter at any time made the basis of employment in the institution. "The Principal and the Professors" constituted what was later called the "governing faculty" and were to "prepare the course of study, recommend text books, the rules and regulations for the various operations of the school and the management of pupils", subject to the approval of the Board, and to "exercise full power for the government and discipline of students."

Faculty Participation Under Gilchrist

It would seem to have been the plain intent of these regulations to limit the right to participate in the government of the institution to those faculty members who held the rank of professor, but Principal Gilchrist ignored this limitation. A permanent record of the proceedings of the faculty was begun in September, 1881, and these early minutes show that teachers and professors alike voted in faculty meetings. A careful study of these minutes shows also that the degree of faculty participation in the government of the institution was exceedingly limited except in the area of student discipline. Only once in

the five years from 1881 to 1886 is there an instance recorded of participation in the preparation of the course of study, a case in which a student petition for the organization of a class in Latin was referred to the principal and one of the professors with power to act. The faculty were not consulted with regard to such important changes in the course of study as the elimination of the two-year Elementary curriculum in 1882 or the addition of the Professional Course for College Graduates in 1884. Other than in matters of discipline, few cases of the exercise by the faculty of anything approaching original jurisdiction appear in the records of the first decade. The real power for the internal government of the Normal School and for the determination of its educational policies was exercised by the Principal down to 1886.

Faculty Participation Under Seerley

The faculty under Seerley was from the beginning called upon to participate in matters of internal government to a much larger extent than before. The Faculty Minutes from 1886 on record for example: action on changes in the course of study, such as on the proposed High School Graduate Course; on the revision of the rules and regulations prepared by Principal Seerley, which was ordered to be submitted to the Board for adoption; and on a resolution recommending to the Board the abolition of the state examinations previously required of all candidates for graduation. All these actions, taken between September and December, 1886, showed clearly that the faculty under the new regime had become an active participant in institutional government.

The revision of the rules and regulations approved by the Board in 1888 embodied the change of title from principal to president; the classification of the faculty as professors, *instructors*, and teachers; and the provision that "The President together with the other members of the faculty assigned professorships constitute the *Governing Faculty*." A policy of division of the faculty into groups (later called departments), each concerned with a particular field of instruction, and each containing only one professor, was also included in this revision. The departments were to be responsible to the president, and yet "all freedom that is possible in developing his own ideas in teaching" was guaranteed to each professor, without interposition by the executive. The rank of *assistant professor* was introduced in 1898, and the holders of this rank became (for a time) members of the governing (voting) faculty.

THE DEPARTMENTAL SYSTEM. The department, originally a unit of the instructional organization only, became at the very close of the Normal School period, an administrative unit as well. As the institution grew, the number of "professors" increased, and the time came when there were three or four per-

sons possessing this rank within a single department. The regulation by which the professors were held "responsible for the management of their departments," were to be "co-ordinate in faculty business," and were enjoined to work in harmony, failed to achieve these ends. Not only lack of harmony but open and radical disagreements developed in certain departmental groups. President Seerley endeavored vainly to solve these problems within the framework of the established form of organization. In a letter addressed to the professors of one department, he said (April, 1906), "It is not the business of the president to decide upon departmental business [such as the assignment of class work in particular subjects], as his function ends with the supervision of all departments." He called upon the professors involved in this controversy "to come to some conclusion in the right spirit and with consideration for all concerned."

To the professors of another department who were engaged in a similar controversy, he wrote:

I write this note with a request that we all stop a moment and take our bearings and consider the main problems as well as the individual problem, and that the spirit of good will and harmony be given a fair chance to advance the interests of all concerned. There is a chance here for a great work and this opportunity is going to require all the wisdom and forbearance that all teachers unitedly possess. The greater the chance in life, the easier to lose the opportunity by forgetting the mutual dependence of man upon man.

The differences in these groups, however, proved to be so deeply rooted that, in spite of the President's pleas, no agreement could be reached in either of these cases. One professor, so involved, submitted a formal request for a radical reorganization of the departmental system, saying that "The only successful plan of faculty organization is one in which there is a single head of each department as a final authority."

After his failure to persuade the warring members of these departments to settle their own problems in a democratic manner, Seerley finally submitted the matter to the Board, which, on the advice of the President, made a last attempt to bolster up the loose form of departmental organization, then theoretically operative, by referring the question once more to the professors in the departments which had forced the issue. The solution proposed by the professors of the Mathematics Department was the tripartite division of the field: one professor being given entire control of Geometry, another of Algebra, and a third of Arithmetic, with the other subjects taught in the department to be under joint control. In the Department of Music, a similar division of the field was made. Confronted by these unsatisfactory conditions, the President and the faculty faced the opening of the school year of 1907-08.

With reluctance, President Seerley came to the conclusion that a change in the form of departmental organization was necessary, and in April, 1908, he suggested to the Board the creation of the new rank of Head of Department, on the assumption that the concentration of authority in the departments in the hands of fewer persons is a necessity. After careful consideration of the problem, the Board in December, 1908, decided upon the creation of thirteen departments, and elected heads for three of them immediately: Physics, Training in Teaching, and Professional Instruction in Education. The heads chosen at this time were authorized to take charge of their departments from and after January 1, 1909.

In official letters notifying these officers of their appointments, Seerley explained that under the new plan responsibility for the management and development of each department was placed upon the head, including supervision of class work, determining the courses to be offered from term to term, assigning classes to teachers and students to classes, and making reports to the President for the information of the Trustees. In April, 1909, the list of departments was completed by the appointment of heads or acting heads for the following: Mathematics, Latin and Greek, Public School Music, Manual Training, Chemistry, Natural Science, History and Politics, French and German, and English. The number of departments was increased from time to time, reaching a maximum of twenty-one in 1922. The number of departments at present is seventeen.

CHANGES IN THE GOVERNING FACULTY. No change in faculty classification as to academic ranks was made in 1909; but, in the statement of duties and responsibilities within and without the new departments, it was prescribed that thereafter the right to vote in faculty meetings be restricted to professors only and that assistant professors be allowed to vote only in departmental meetings. This policy remained in effect until 1933, when President Latham ruled that all persons holding professorial rank, including, in addition to assistant professors, the holders of the newly created rank of associate professor, had the right to vote on all matters coming before the faculty. Later still, by action of the faculty itself, the franchise was extended to instructors.

THE REGISTRAR AND EXAMINER. The increasing complexity of administrative duties imposed upon the president by the growth of the Normal School necessitated the delegation of certain phases of responsibility to others of the faculty; hence various administrative committees composed of members of the faculty were set up by President Seerley, and to these committees were assigned duties, such as the supervision of entrance, of registration, of classification of students, and of the granting of advanced credit. Eventually the number of such committees became so large as to become cumbersome and

the office of Registrar and Examiner was created to give unity and direction to these necessary services. The duties of this office were at first performed by a full-time member of the faculty in addition to his other duties; later the Registrar was relieved of a part of his teaching duties. More and more duties were delegated to this officer, and in the process of their exercise the duties became powers, and the Registrar became a full-time officer and to all intents and purposes an assistant president.

A feeling grew in the minds of some of the faculty that this expansion of the powers of the registrar constituted an undue invasion of the rights of the faculty, but no one knew just what these rights were. The system of internal government under which the institution was then operating was the product of years of evolution and was based upon executive orders, precedents, and widely scattered actions of the faculty and the governing boards, extending back over the years. No one other than the registrar, who was also secretary of the faculty, could even pretend to know what was the law.

THE CODIFICATION COMMITTEE, 1920. For these reasons, in 1920, the faculty formally requested the President to provide for the codification of all rules and regulations still in force and effect, and in particular of those prescribing and defining the powers and duties of the faculty. President Seerley responded by asking the faculty to elect a committee from its own membership to do this work. This committee devoted more than a year to a detailed study of the minutes of the faculty and of the boards, made a codification of all existing regulations, and supplemented these by a number of new proposals designed to render the institutional organization more effective in attaining its proper ends.

While the movement resulting in the creation of this codification committee had arisen from a spirit of revolt against the concentration of powers in the office of registrar, it became evident to the committee as its study proceeded that some such concentration was not only desirable but necessary. Their first plan for meeting this need was that of providing for the appointment of an assistant to the president, to be known as dean of the faculty, whose responsibility it should be to unify and direct in particular those phases of institutional activity pertaining to the registration and educational guidance of students. When this idea was suggested to President Seerley, it was discovered that he was opposed to it and that he considered it a reflection upon the efficiency of his own handling of such details in and through his office. The respect of the members of this committee for their already venerable leader was such that for these reasons no further effort was made to promote this plan.

The need out of which this idea had developed still remained, and to meet it the committee proposed the formation of a permanent rotating committee of the faculty to be known as the Registration Committee, to which should be assigned the control, under faculty supervision, of all matters pertaining to registration procedures. A new educational advisory system was proposed and later the assumption by a faculty committee of responsibility for the editing of the catalog. The proposals of the codification committee were adopted by the faculty and approved by the President, and the faculty continued in these ways to exercise wide administrative powers until 1934, when these functions were transferred to the newly created office of dean of the faculty.

Faculty Participation Under Latham

THE DEAN OF THE FACULTY. While the establishment of this new office and the powers and duties assigned to it accorded in general with the original idea of the codification committee, some exception was taken in the faculty to the manner in which this important change had been brought about without giving the faculty opportunity to participate in the consideration of such a proposal. In this attitude, however, the dissidents were not entirely justified. President Latham, in connection with his early consideration of the idea of appointing a dean of the faculty, had requested a committee of heads of departments to study the question. This committee, after spending some months on its problem, reported to the President that in their judgment no such office should be created. Surprised and disappointed at this outcome, Latham thereupon took matters into his own hands, drew up a statement of the powers and duties of the new office, and presented this, with a nomination for the position, to the State Board of Education, by whom these recommendations were approved. This executive action served summarily to transfer from the faculty to the new dean the administration of the registration and advisory systems, the preparation of the catalog and the program of recitations, and the supervision of extension credit work.

THE CURRICULUM COMMITTEE. At the same time, the dean of the faculty was made *ex-officio* chairman of the Committee on Curricula and Courses of Study. This committee, charged with initial responsibility for the exercise of one of the few powers of the faculty that have never been challenged, is also the result of an evolutionary process. At first recommendations for changes in curricula or courses came from the principal or the president or from individual faculty members. Later such recommendations emanated chiefly from departmental groups. From 1912 to 1929, matters of courses and curricula were first considered by special committees appointed by the president for

each curriculum or department. The policy of having a central standing committee on curricula was adopted by the faculty in 1929, with the provision for the appointment by the president of a rotating committee of five department heads. The revision of the rules and regulations of 1937 broadened the basis of membership on this committee by changing the phrase "heads of departments" to "members of the instructional staff." A further change was made by faculty action in 1945 whereby chairmen of subcommittees of the curriculum committee became members of the main committee thus making it more representative of the faculty as a whole.

THE COUNCIL OF HEADS OF DEPARTMENTS. The Council of Heads of Departments, first called into being by President Latham, came at his instance to be an important unit in internal government. Although ostensibly purely a body advisory to the president, it soon came to exercise powers of initiative and action on a number of questions. One of the most significant of these was that of the reorganization of the faculty as to academic ranks. In 1928, the instructional staff was composed of 104 professors, 35 assistant professors, and 38 instructors, 177 in all. The holding of the rank of professor at that time still implied primarily what it had meant from the beginning of the Normal School, recognition of membership in the permanent instructional staff. In 1931, President Latham submitted the question of a complete reorganization of the system of academic ranks to the Council of Heads. A committee of the Council made an exhaustive study of the system and brought back a series of recommendations involving the creating of a new rank, that of associate professor, the redistribution and reassignment of the members of the faculty among the four ranks: professor, associate professor, assistant professor, and instructor, a statement of the qualifications for each rank, and general limitations of the proportion to be assigned to each rank. This radical, though highly desirable, change was effected without ever being submitted to the faculty for consideration; and in all probability fortunately so, since, as the proposed reassignment of ranks involved such extreme reduction as from professor to instructor and the withdrawal from full professorial status of almost three-fourths of the former holders of this rank, it is doubtful whether a majority of the votes of the faculty could ever have been mustered in its support. After this reorganization had been effected by executive decision and approved by the Board, the composition of the faculty as to academic ranks was: 34 professors, 33 associate professors, 43 assistant professors, and 66 instructors, 176 in all.

THE SENATE. Another major revision of the faculty rules and regulations was made in 1936-37 by a committee appointed by President Latham on the request of the Council of Heads. This committee, consisting at first of three

department heads, was later expanded to include two members of the instructional staff. With this addition, the committee came to reflect to some degree a growing feeling of dissatisfaction in the faculty as a whole with what was considered undue domination by the executive and administrative staffs. As a check upon this tendency and as a means by which it was hoped that matters coming before the faculty might receive more thorough and deliberate consideration, the creation of a Faculty Senate was proposed. This proposal, with others involving less significant changes, was adopted by vote of the faculty and was approved by the President.

The Senate is composed of all heads of departments and of an equal number of members of the instructional staff elected by the faculty for two-year terms, one half of the membership retiring each year. To this body the faculty has delegated power to act on all matters pertaining to the educational policies of the college not specifically assigned to officers or committees of administration or of instruction, with the reservation by the faculty of the right to review and confirm or reverse any action of the Senate. Few such occasions arose, however, and the Senate continued to function as designed for some years. During these years, the programs of the regular faculty meetings came to be largely concerned with the hearing of addresses, papers and reports on matters of educational import. Gradually the faculty as a whole began to experience a rebirth of interest in more specific institutional problems, and more and more of its meetings came to be of a business nature. The Senate, in turn, began to limit its activities largely to certain perfunctory duties and to show little initiative in matters of institutional progress. At the present time it continues to handle certain matters of routine, but all really significant questions are submitted to the entire faculty.

Faculty Participation Under Price

THE EDUCATIONAL POLICIES COMMISSION. A leaven of discontent with the existing order continued to manifest itself in the early 1940's and found expression, first, in the organization of informal discussion groups, and later, in the formation by members of these groups of a committee to formulate a philosophy of education for a teachers college. This movement developed entirely outside the faculty as an organizational unit. It culminated finally in a proposal, which was submitted to the faculty, for the formation of an Educational Policies Commission. This commission, as approved by the faculty, consists of eleven members, seven elected by the faculty and four chosen by the elected members and the president and the dean of the faculty, each for a three-year term, one third retiring each year. The responsibilities of the commission include: 1) the organization and stimulation of discussion groups and the co-ordination of the thinking of these groups for presentation to the faculty

or to the administration for further consideration; and 2) action independent of the discussion groups involving the study of the practices of the college as to their conformity with accepted philosophical principles, and the consideration and discussion of questions regarding improvements in policies, curricula, or instruction. The Educational Policies Commission is not a pressure group, nor is it a unit either of legislation or of administration; it is rather designed to be a unit for organized thinking. Its origin in the spirit of revolt proved to be something of a handicap to the commission at first in its relations with the executive and with the more conservative elements of the faculty. It has been effective in influencing some significant changes in institutional policy, of which no one is more important than the adoption by the faculty in March, 1948, with subsequent approval by the President, of a statement of principles, standards and procedures for faculty appointments and promotions.

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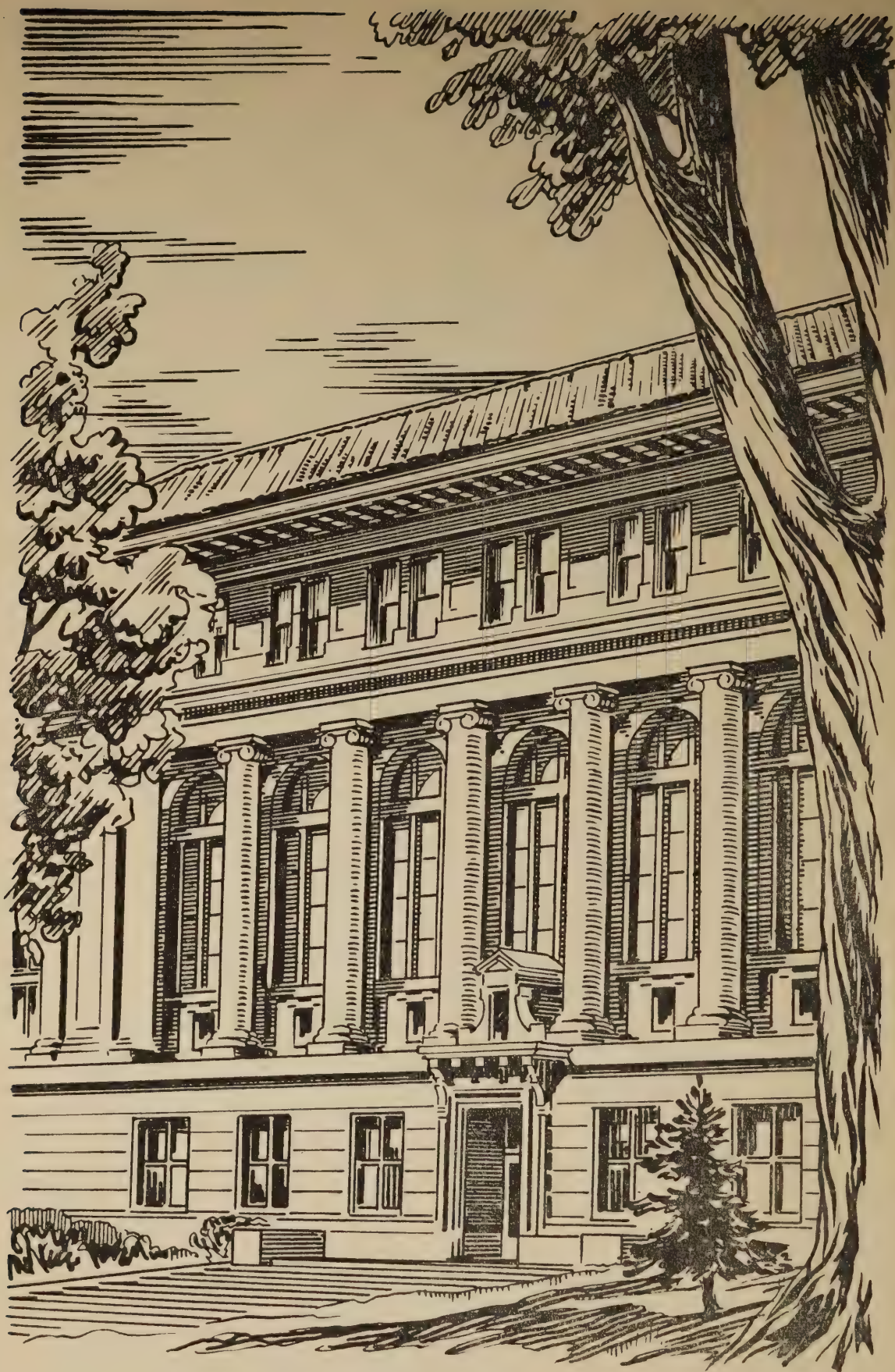
The degree of participation by the faculty in the government of the Iowa State Teachers College has varied from period to period. Its basis rests both upon common law and upon statute law. There is nothing democratic in the statute which confers upon the State Board of Education the right to govern the Iowa state institutions of higher learning. Whatever legal power this faculty possesses is derived by delegation from the Board. Shortly after its organization in 1909, this Board approved the regulations for the organization and government of this College previously adopted by the Board of Trustees, which, as has already been noted, had continued without substantial change from 1876. Since 1909, these regulations have never been specifically amended by the Board; but they have been modified by Board action (as in the case of the assignment of duties to the dean of the faculty), by executive decision (as in the case of the extension of the right to vote in faculty meetings by President Latham), and by faculty action (as in the case of the admission of instructors to full status as members of the voting faculty). It should, however, be borne in mind that no such action, either by the executive or by the faculty, is legal unless and until it has been approved by the Board. Of the powers originally delegated to the faculty, only those relating to participation in the formulation of the educational policies of the College have remained unquestioned or unchanged. But there is an extralegal body of common law (and common sense) based upon precedents and practices in higher educational institutions in general which has come in recent years increasingly to be recognized as functional along with that based upon statute law. Certainly every institution engaged in the education of teachers for the common schools is obligated by its very reason for existence to exemplify in the conduct of its own affairs the principles and practices of democracy.

Chapter 3

THE FACULTY

SELECTION, COMPENSATION, TENURE, RETIREMENT

The members of the faculty of a state teacher education institution should be selected on the basis of their probable success in contributing to the education of teachers, and they should be assured adequate salaries, tenure, and retirement privileges.



The Library, 1907

STANDARDS FOR FACULTY APPOINTMENT AND PROMOTION

Standards Under Gilchrist

In the ten years of the administration of Principal Gilchrist, fifteen persons were selected for positions on the Normal School faculty. Of these, nine had had previous experience in college or normal school teaching. Only one faculty member was appointed during this period on the basis of public school experience, and this one was selected by the Board of Directors. Gilchrist's basic standard for the selection of teachers would seem therefore to have been that of successful experience on the normal school or college level. Of the fifteen, five were holders of the Master's degree, but these degrees (with one possible exception) were such as were then commonly granted by colleges on the honorary rather than on the graduate study basis. Of the others, only two held degrees of any kind, and these had the B. S. degree granted by the Iowa State Normal School.

Standards Under Seerley

Under Seerley, teaching experience continued to be the basic standard for the selection of new faculty members, but the type of experience desired was radically changed. This standard was set forth by President Seerley in 1900 as follows:

Our board of trustees have made it almost a custom to select practical teachers who have been in charge of school systems and who know what good teachers are . . . rather than young men who have just finished graduate courses at higher institutions. They have found this system very excellent for the Normal School because if a person is scholarly inclined, [is] a good teacher, and in addition to that has had ten years of experience in public school work, he has a better knowledge of practical pedagogy to assist him in his field here than all the post-graduate study could give him.

This attitude on Seerley's part was natural since he himself had won his place in the educational world by success in public school administration. His first choice of a member of the Normal School faculty was that of a teacher from his own former high school staff at Oskaloosa. During

his first eleven years at Cedar Falls, twenty-two out of thirty-seven appointments went to persons whose experience had been in the public schools. Five men, later to be heads of departments, were taken directly from public school superintendencies. Seerley continued to stress public school experience as a prerequisite throughout the long period of his administration, although before its end he had been led to accept advanced study and the possession of graduate degrees as among the desirable qualifications for employment.

That his ideas regarding such standards had undergone some change may be seen in a report to the Board in December, 1908, in which he set forth the minimum qualifications of teachers for the College as:

- 1) advanced special study beyond a general education; 2) excellent capability as teachers of their subjects; 3) high moral and personal character, such as would have influence and power over young people; 4) exemplary habits, good health, sympathetic attitude toward student problems, well-balanced temper, self-control, and cultured manner of address and attire; and 5) ability to be helpful and useful in minor executive ways, platform work, and general duties outside the class room.

Between 1886 and 1900 inclusive, sixty-four persons were selected by Seerley for teaching positions in the Normal School, of whom only one held a Doctor's degree, and four, Master's degrees based upon graduate study; only thirty-nine of the sixty-four were holders of standard Bachelor's degrees or better. The proportion of the faculty holding advanced degrees increased appreciably in the succeeding years, especially after 1909, but Seerley still continued to place much weight upon public school experience. As late as 1914, he is quoted as having said, "Whenever I find a man doing the ordinary thing in an extraordinary way, I begin to think of him as a possible addition to our faculty."

Standards Under Latham

THE RATING OF THE COLLEGE. When President Latham entered upon his work at Cedar Falls, he found the Iowa State Teachers College recognized as one of the foremost institutions of its type in the country, but he also found that even the best teachers colleges had not been able to gain recognition as fully equivalent to the best colleges and universities. The North Central Association of Colleges and Secondary Schools, at that time the most important accrediting agency in the area of which Iowa was a part, in setting standards for the rating of teachers colleges and in evaluating such institutions, dealt with them in a class by themselves. Latham set out to win for the Iowa State Teachers College recognition as an institution of the highest rank in comparison with any and all institutions of higher learning. And he succeeded in this effort.

FACTORS ADVERSE TO FULL RECOGNITION. Two factors which had been influential in preventing the full recognition of the Teachers College until 1928 were its continuance of the offering of sub-collegiate courses and the presence in its faculty of a relatively large proportion of persons without graduate degrees. Of the members of the instructional staff in 1928-29, 12 per cent held Doctor's degrees, 40 per cent Master's degrees, 36 per cent Bachelor's degrees, and 12 per cent held either no degrees or degrees without approved status.

The problem of sub-collegiate courses was readily solved by eliminating them. The last valid argument for the retention of such courses had been nullified when in 1929 the minimum legal standard for teacher certification in Iowa had been set at high school graduation. The faculty gladly joined with the President in removing this barrier to institutional progress by dropping all sub-collegiate courses at the beginning of the academic year, 1929-30.

SCHOLASTIC UP-GRADING OF THE FACULTY. The problem of the up-grading of the scholastic preparation of the faculty was not, however, one so easy of solution; but Latham attacked it with characteristic courage and determination. For most of those of the faculty who did not have the Master's degree, the obtaining of this degree was made a requirement for continued employment; for the holders of the Master's degree, what came to be known in popular parlance as the "Y. B. M." (Year Beyond Master's) was set as an immediate goal, with the Doctor's degree as an ultimate, although not universally required, goal for those who had not yet achieved this recognition.

In the 1929-30 academic year, fourteen, and in 1930-31, fifteen members of the staff were granted leaves for further professional study. Salary increases were guaranteed to those who conformed with these new requirements. There was also a weeding-out of a few sub-standard and superannuated teachers. As the result of this persistent campaign for increasing the efficiency of the instructional staff, at the end of ten years, the proportion of its members holding Doctor's degrees had increased to 31 per cent, and of Master's degrees to 62 per cent, leaving only 7 per cent with Bachelor's degrees or less evidence of scholastic preparation. Insofar as teaching experience was recognized as a qualification for employment or promotion in this faculty, twice as much weight was assigned at this time to experience on the college level as to that in public schools, whether in teaching or in administration.

RECOGNITION BY THE N. C. A. AND THE A. A. U. This improvement in the educational status of the faculty was accompanied by other institutional

advances which served to qualify the Teachers College for full recognition of its high standing. President Latham's efforts to this end were supported by the faculty and the Board and in the end were crowned by the formal acts of the North Central Association, which in 1930 gave the College accreditation on the regular list of colleges and universities, and of the Association of American Universities, which in 1940 admitted the College to equal standing with the best institutions of higher learning in the country. As a result of this latter act, the American Association of University Women in the same year placed the Teachers College on their list of colleges and universities whose women graduates are eligible for national membership in this organization.

Procedures in Appointment and Promotion

EARLY PROCEDURES. Reference has already been made to the procedures followed in the appointment of new faculty members: first, under Gilchrist, when the Board assumed the right to make such appointments either with or without the initial recommendation of the Principal; and then, under Seerley, by whom the right of the President to initiate all appointments was finally established. Coincident with the consideration of the adoption of the new departmental system in 1908, the question of the right of the head professor of a department to nominate new members of his department was raised. This right had nowhere been mentioned in the statements regarding departmental organization up to this time, but it became a matter of radical difference of opinion as early as September, 1908. On the appeal of the question to the Board, Seerley suffered one of the few official set-backs of his career when the Board decided that the head professor rather than the President had the right to nominate a man to take over the former's work during a period of prospective absence for graduate study. This precedent established a right, thereafter unquestioned for many years.

With the creation of the office of Dean of the Faculty came the assignment to this officer of the right to review recommendations of the heads of departments as to appointments and promotions. With regard to promotions in rank and advancement in salary, the President had exercised sole jurisdiction down to 1934. Heads of departments might initiate such recommendations, but they were not even always consulted in these matters down to the beginning of the Latham administration. President Latham instituted a policy of requesting heads of departments annually in December to make recommendations regarding the budget, changes in salary, and promotions for the coming year.

FACULTY PARTICIPATION IN APPOINTMENT AND PROMOTION. The idea that members of the faculty should be privileged to participate in appointments

and promotions originated with the Educational Policies Commission, which formulated a statement of principles, standards and procedures adopted by the faculty on March 19, 1948. The approval of these recommendations by the President marks the culmination of a long period of deliberation and discussion and constitutes conclusive evidence of the gains made not alone in standards but in faculty-executive relations. According to this action, faculty appointments are viewed in relation to an individual's potential and actual contributions to the fulfillment of the functions of a teachers college and as a means of recognition of personal and professional growth. Initial appointment to any rank is made for one year. A probationary period of service is prescribed before a final continuing appointment is made. The probationary period normally continues for not more than three years, at the end of which time, and from year to year during the period, a report is made to the individual concerned regarding the quality of his work and his general adaptability for the service to be rendered. If these reports are mutually satisfactory, a continuing appointment may then be made.

The standards for appointment to the rank of instructor are normally the possession of a Master's degree and at least one additional year of graduate study, supplemented by suitable professional training and experience, with public school experience rated equally with college experience. For promotion to the higher academic ranks, the Doctor's degree, or its equivalent, is normally required, together with additional experience as follows: for an assistant professorship, four academic years of service as an instructor; for an associate professorship, six years of service as an assistant professor; and for a full professorship, six years of service as an associate professor. Other qualifications taken into consideration are: evidence of success in teaching, standing among colleagues and in the community, professional growth, professional publications, participation in college activities and in extension service, and contributions to the general institutional welfare. The faculty takes part in the development of the evaluative criteria used in determining the right to promotion. Advancement in academic rank is not, however, merely a matter of seniority in the grade held, since consideration is given to the proportionate number of persons holding each rank, and since exceptions to the normal standards may be made for due cause.

Procedure for appointment may be initiated by the president, the dean of the faculty, the head of a department, or by individual faculty members. The qualifications of each person under consideration are evaluated by conference with members of the appropriate departmental staff, with the director of extension service, and with others. Final action is based upon the joint

consideration of the president, the dean of the faculty, and the head of the department concerned.

Procedure for promotion may be initiated in the same ways. Recommendations for promotion are made to the dean of the faculty by the department head. The dean then forwards such recommendations to the president with a statement of his approval or disapproval. Final action on promotion is taken after consideration of each case by the president, the dean of the faculty, and the head; but promotion becomes effective only on formal approval by the Board of Education on recommendation of the president.

FACULTY SALARIES

Salary Trends, 1876-1931

During the first ten years of the Normal School, the maximum salary paid to any member of the instructional staff was \$1,400; between 1886 and 1902, this maximum was \$1,600, and from 1902 to 1908 it was \$1,800. Down to 1909, the tendency was to pay uniform salaries to all men holding the rank of professor. After the creation of the rank of head of department, the additional administrative service of these officers was given recognition by setting their salaries at from \$300 to \$400 above the maximum paid for instructional service alone. By 1918, heads of departments were receiving a maximum of \$2,500 for the nine months of the regular academic year; and by 1928, \$3,150. Median salaries for instruction were \$800 in 1885, \$1,100 in 1887, \$1,200 in 1908, \$1,500 in 1918, and \$2,100 in 1928.

Executive Salaries, 1876-1928

The salary paid to the head of the institution rose from \$1,500 in 1876 to \$1,800 in 1881, \$2,000 in 1887, \$2,200 in 1893, \$2,500 in 1896, \$2,700 in 1898, \$3,000 in 1899, \$3,500 in 1900, \$5,000 in 1902, \$7,000 in 1918, and \$8,000 in 1927. While the amount paid for teachers' salaries in the Normal School came in for unfavorable comment by the Whipple Commission in 1906, no criticism of the increases in the president's salary became a matter of record either then or later. Under the State Board of Education, the compensation of the chief executive of the Iowa State Teachers College has at all times been significantly lower than that of the heads of the other two institutions.

Salaries of Men and Women

The mode of salaries paid to women teachers under Gilchrist was \$800; under Seerley, this figure was gradually raised until by 1908 it had reached \$1,200; but in the meantime the salaries of men teachers had increased proportionately. President Seerley was not personally responsible for this differentiation, and he was concerned about it. In May, 1898, Seerley wrote personal letters to Sabin, President of the Board, and Jarnagin, Chairman of the Teachers Committee, suggesting increases in salary for four women, and adding:

Most of our women think that the discrimination between the salaries of men and women is too marked. While they admit that men

should have a larger salary because of more strength, etc., yet they do not think the difference is so much as the Board seems to think it should be, and that there is some injustice, though unintentionally, done them.

Sabin's reply to this letter leaves no opportunity for doubt as to the incidence of responsibility for this "discrimination":

In the first place it is in one sense a question of supply and demand. There is not one of them whose names you mention whose position cannot be filled at what we now pay. That may not be just to them but it is a cold fact nevertheless. Again they are receiving nearer what other women receive than the men are what other men receive in the same kind of work. Then again they are receiving far above what the average woman teacher receives in the state, while some of your men are way below what they could get if they put themselves in the field. Now this theory that it is a discrimination against the women is not correct. It is nothing of the kind. These women do not and, it is true of the sex generally, cannot exert the same influence to the same extent and in the same way that men do. Do they expect us to advance them from year to year until they get the same pay as some of the men—\$1600? These men have had no advance for fifteen years and I have been astonished at their patience. If our finances admitted of it, I would advance every one of these teachers to \$2000, but we simply can't do it.

You were wise to say to them that you have nothing to do with salaries—that is in line with your usual discretion and I approve of it. Many a president in your place would get the Board into a bad row. Let the trustees take care of it. It is their business.

Seerley did not cease in his efforts to secure from the Board more favorable consideration for both men and women in the matter of salaries, as is shown by the following extracts from his recommendations to the Board.

(1900) Salaries paid women should be determined by a policy similar to that by which men are paid, and they should reach a maximum salary, if their services are efficient, after a definite time of continuous employment. Under our present method there is some cause for dissatisfaction and a possible feeling that there is discrimination without a difference.

(1901) Salaries should be commensurate with qualifications and service. A number of our teachers could command elsewhere more than the maximum salaries now paid. It is to be hoped that the Normal School may be able to get the best the market affords and at the same time pay its successful teachers salaries to cause them to remain in the work they now so admirably conduct.

(1903) Larger salaries must be paid to members of the Faculty if the present standard of scholarship, skill and experience is to be maintained. The teaching of teachers is a more difficult task than other educational work and must receive more careful attention.

(1908) The best trained and best educated professors in the Normal

School today ought to be paid at least \$2500 a year to give them the comparative benefits they had a few years ago on \$1200 a year. \$3000 is not a large salary for the public to pay a competent educator. The man of affairs whose income is not \$3000 a year at the present time is not making much of a business record for himself.

The results of these years of consistent efforts to secure better salaries for members of the faculty, although they fell far below the goals set by President Seerley, were not entirely futile, as has been shown above. There was, however, a widening differential between the salaries of men and women in the years following 1908. In 1918, the median salary paid to men was \$1,950, and to women, \$1,333; in 1938, these medians were: for men \$2,646, and for women, \$2,082. In these years, the median for women was adversely affected by the fact that there were in the Department of Teaching a relatively large number of women who were receiving comparatively low salaries.

Salary Trends Under Latham

President Latham, in his first budget (1929-31), asked for and received an increase in the amount appropriated for educational purposes, from which teachers' salaries are paid. This made it possible to add ten persons to the staff of the Department of Teaching, and to increase the salaries of a part of the instructional staff. These increases were neither uniform nor universal. Ten heads of departments had in 1929 been receiving the maximum salary for this rank. Of these, six were granted increases in 1930. In addition, certain members of each departmental staff were advanced in salary, for the most part those who were holders of advanced degrees. Further increases were granted in 1931 on much the same bases, apparently in anticipation of a policy of differentiation in salary in terms of academic rank and scholastic preparation.

EFFECTS OF THE DEPRESSION. The legislative askings for the 1931-33 biennium included another increase for educational purposes, but by the time the state legislature had assembled, the wave of depression had swept over Iowa and appropriations instead of being increased were radically reduced. In its report in 1932, the State Board of Education said, "Any administrative body which would go to the legislature asking for additional money at this time would be unworthy of the trust imposed upon it." They called attention to economies already effected in the state educational institutions, resulting from the discontinuance of three hundred positions (seventeen of which were at Cedar Falls), and salary reductions on a graduated scale ranging from 5% on salaries of \$1,000 or less a year to 10% on salaries over \$2,000.

For the 1933-35 biennium, the askings for the support of the Teachers College were 7.7% below the 1931 appropriations. To meet these conditions,

salaries were necessarily reduced to an average lower than that of any year since the early 1920's. From this low level, salaries were gradually advanced until by 1940 all the ground lost had been regained and a new period of increases began which have led to the present levels, the highest in the history of the College.

Changes in Salary Policy

Two other changes in salary policies in the Teachers College were made by President Latham in the depression period: a change from the fee to the salary basis in the system of compensation of members of the music faculties, and a radical change in the system of compensation for superannuated members of the faculty, which will be discussed later under *Tenure and Retirement*.

Growth of the Administrative Staff

Another factor serving to increase the institutional salary budget in later years has been the marked growth of the administrative staff. Since 1900, there have been added to this staff, a registrar, three deans, and nine directors of various administrative functions, such as extension, placement, research, publications, alumni affairs, and health supervision, together with a number of assistants to these officers, making in 1948 a total of 253 persons involved in rendering these newly recognized essential services of a teachers college.

Salary Schedules

President Seerley did not believe in schedules which provide for the relative equation of salaries in terms of academic rank, tenure, or scholastic preparation. His decisions regarding the amounts of original salaries and increases were reached upon the basis of consideration of individual cases and conditions, and as a result it is difficult to discover a general pattern for his salary policy. He was accused of using promotions in rank in lieu of increases in salary, and it is known that he did not encourage advanced study by any promises of advanced salary. In general the salaries paid in the Seerley regime accorded with what later came to be the approved bases for salary determination; but there were many deviations from these bases and wide areas of overlapping in the salaries of faculty members of the different ranks, as may be seen from the following comparison of the range of salaries paid in 1928-29: Professors (excluding heads), \$2,800 to \$2,000; Assistant Professors, \$2,450 to \$1,750; Instructors, \$2,400 to \$1,300. With the reorganization of the faculty as to academic ranks under Latham, there began, as has been already noted, a trend toward salary differentiation in terms of rank, which in turn

was determined by experience, tenure and scholastic preparation. It was not, however, until 1948 that the policy of a salary schedule adjusted in general to the principles and standards for appointment and promotion and offering equivalent salaries to both men and women was finally accepted and put into operation. The brief period in which this new policy has been in operation does not justify any generalizations as to its effectiveness.

FACULTY TENURE

Early Tenure Policies

Until comparatively recent years, employment in the Iowa State Teachers College, as it had been in the Normal School, was nominally only from year to year. The only evidence of such employment was an annual letter from the president in cases of administrative officers (including heads of departments), and from the head of a department in the cases of members of the instructional staff. To one new member of the administrative staff, President Seerley explained this policy by saying, "You will notice that your appointment is for one year only, but practically your position is as permanent as my own." This new minor official interpreted the President's statement to mean that, if he continued from year to year to perform his small duties as efficiently as President Seerley had his large ones, continued reappointments might be expected.

But in spite of the lack of any systematic guarantee of tenure, employment in the institution was stable and continuing to a high degree—too high, some of its hostile critics alleged. On the public announcement of appointment to the faculty of the College, one Iowa school man was congratulated by a professional acquaintance with the added comment, "Now you've got a job for the rest of your life." There was in this an apparent implication that efficiency of service was not a necessary condition of tenure at Cedar Falls. This implication is not borne out by the facts. The care exercised in the selection of the faculty was in all but a relatively small number of cases productive of satisfactory results, and in most of the cases where experience proved that mistakes had been made the mistakes were corrected by change of personnel.

Tenure Trends

Of the five members of the first Normal School faculty, two served only two years each, one ten years, one twenty-seven years, and one fifty-five years. In the first decade, the size of the faculty increased from five to nine; yet in 1886 half of the faculty had served seven years or more. Between 1886 and 1896, the faculty increased in size more than threefold, from nine to thirty. This continuous influx of new blood kept the median years of service relatively low. The same tendency is to be noted in the decades ending in 1906, 1916 and 1926, at the end of which successive periods the number of regular faculty

members (excluding critics in training, temporary appointees, and student assistants) was, respectively 71, 139, and 208. In 1926, at the end of the institution's first fifty years there were five members of the faculty who had been in service here for thirty-five years or more; but half of the faculty had been here for five years or less. The size of the faculty reached its first peak in 1926-27, after which there was a decline until 1934. From then on for the next eleven years there were fluctuations, but on the whole comparatively little change in the size of the faculty. In consequence of this, the faculty grew steadily older in terms of years of service. This trend reached its height in 1944-45, when the average and the median years of service were almost identical: 18.58 (average) and 18.85 (median). Whereas in 1943-44 only six new members were added to the regular staff, in 1945 this number was 29; in 1946, 57; in 1947, 68; in 1948, 64; and in 1949, 98. The total number of regular faculty members in service for these years was successively: 203, 235, 260, and 318. As a result of these changes, the median of years of service in the regular faculty in 1948-49 was 2.58, the lowest point in the entire history of the institution since the end of its third year in 1878-79, when the figure stood at 2.00.

It is challenging to note that today the destinies of the Iowa State Teachers College are potentially in the hands of a group of men and women, young in its service and thereby unhampered by the weight of tradition and precedent; but it is equally challenging to reflect that these very traditions and precedents, which constitute the heritage from the institutional past, might be given too little weight in influencing the course of its future development.

RETIREMENT

Detached Service (1916-1930)

The men and women who were appointed to the faculty of the Normal School and of the Teachers College in the Gilchrist and Seerley administrations were on the average, at the time of their appointments, older than those added to the faculty in later years; but the length of their service in the institution was not then limited by any retirement regulations. In consequence, a few faculty members, at least, were continued in service after they had reached conditions of age and physical strength which might be assumed to have reduced their efficiency. This policy incurred some adverse criticism, of which President Seerley was aware. He is quoted as saying in answer to this criticism, "I am not now, in the evening of their lives, going to dispense with the services of those who stood by me in the heat of the day." He himself passed his seventieth birthday in 1918. In 1916, on his own initiative, but with the full approval of the Board of Education, Seerley had set up a policy which he called that of "detached service," in accordance with which members of the faculty were continued on the salary list with only nominal duties expected in return. By 1919, three persons had been assigned to "detached service." In 1929, four additions were made to this list. The salary allowances for these seven persons ranged from \$700 to \$1,500 a year. On President Seerley's voluntary resignation in 1928, the State Board of Education voted "as a mark of appreciation of his long and unusually distinguished service" to continue him on full salary (\$8,000 a year); but "only after the plan had been fully approved by the Governor, the Director of the Budget, several individual members of the legislature and many persons prominent in public life."

Proposed Annuity System, 1931

In their legislative askings for the 1931-33 biennium, the Board included for each of the three institutions an item designed to provide "annuity insurance on a joint contributory plan for faculty members." For the Iowa State Teachers College, the amount requested for this purpose was \$20,000 annually. In the discussion of this new type of request for legislative support, the Board said:

Many of the outstanding and most substantial institutions of higher learning throughout the country have adopted a cooperative plan of annuity insurance for those members of the administrative and instructional staffs who have attained the rank of assistant professor and who have been in the employ of the institution for at least three years. The plan most frequently found calls (1) for each eligible staff member to pay 5 per cent of his yearly salary toward providing an annuity for old age, and (2) for the institution to contribute an equal amount. Because of conditions which have arisen at the State Teachers College, as well as at the other institutions under their control, the members of the State Board of Education believe that the time has come when some such plan should be given consideration by the General Assembly. . . .

The plan embodied in the above recommendation will not, however, help the Board with the problem which confronts it at present. For a number of years certain members of the staff at the State Teachers College have been assigned to what has been called "Detached Service" and have been paid nominal salaries. The individuals so designated have been unable physically to assume the duties and obligations of a responsible administrative position or to render regular class room service. Some of them have been unable to do any work whatever, while others have been given irregular duties to perform whenever their health would permit. For instance, one has served for a number of years as curator of the museum while another has made a significant contribution to the religious life program on the campus. All of the individuals listed under this heading served the institution from twenty-seven to forty years in a decidedly meritorious manner before being granted such part-time or semi-retirement privileges. In addition, all of the individuals have needed a nominal salary allowance each year in order to be able to live in reasonable comfort, inasmuch as their salaries for full-time work were never sufficient to permit them to accumulate any significant amount of savings. . . .

The Board believes that humanitarian principles and ideals and gratitude for the long period of underpaid service rendered by these individuals warrant the General Assembly in making it possible for these allowances to be continued.

These proposals, both for the annuity system and for the continuance of the "detached service" plan, encountered unanticipated and vigorous opposition before they were presented to the legislature. The Attorney General was consulted by the Director of the Budget and a ruling was secured to the effect that any payments not made in consideration of actual service rendered were unconstitutional, under article III, Section 31 of the Iowa State Constitution, which reads:

No extra compensation shall be made to any officer, public agent, or contractor, after the service shall have been rendered, or the contract entered into; nor shall any money be paid on any claim, the subject matter of which shall not have been provided for by pre-existing laws, and no money or property shall be appropriated for local or private purposes,

unless such appropriation, compensation, or claim, be allowed by two-thirds of the members elected to each branch of the general assembly.

In the face of this ruling, the proposals for appropriations for annuities and for the continuance of compensation for "detached service" were withdrawn, and all payments to persons on the latter list, including the President Emeritus, ceased by Board resolution in September, 1930.

Compulsory Retirement (1934)

Coincident with the consideration of these proposals, but in no sense connected with them as a part of a concerted plan, the Board, on the recommendation of President Latham, took under advisement the question of the adoption of a policy of compulsory retirement of faculty members. Such a policy was adopted in 1934, requiring the retirement of faculty members at the end of the year in which the age of seventy was reached. This action increased the spirit of deep dissatisfaction with the situation. With no financial assistance at all available for retired faculty members, it became evident that in one or two instances actual hardships were being incurred. Strenuous protests, arising from these conditions, were filed with the Board, and the effort was made to bring political influence to bear upon the solution of this problem.

Part-Time Service (1934)

Out of this agitation, a new policy of "part-time service" was evolved, by which retired members of the staff, who were physically able to render service at all, might on their own request be authorized to receive compensation, uniform for all, on the basis of service for one third time for nine months of each academic year. This did nothing to relieve the situation for those whose physical condition was such that they were unable to render any service whatsoever, but it was felt that this was as far as the Board could legally go without specific legislative action. There were tragic outcomes of this apparent deficiency in the Iowa laws. The allowances made under the new policy of "part-time service" were at first \$900 a year, payable in equal installments for twelve months. Later they were increased to \$1,200 and then to \$1,500. In 1950, a policy was adopted, whereby, in addition to the proceeds of the annuities provided for by the plan discussed below, retirement benefits are available for those willing and able to render part-time service equivalent in each case to one half the average salary for the five years in the ten years previous to retirement in which the salary was highest.*

*In 1945, the General Assembly of Iowa established a retirement system for non-elective state employees which provides exceedingly limited benefits for such employees. The system is supported by deductions from the employees' wages and by contributions from the state or its political subdivisions. The act is modelled upon the Federal Social Security Act.

The Annuity System of 1944

In 1944, after a study of the problem of retirement compensation by a committee of the faculty, a plan was adopted by which, under contract with the Teachers Insurance and Annuity Association, annuities are made available to all members of the faculty proportionate to amounts withheld from their individual salaries. Participation in this plan was made optional at the time of its initiation, but it became obligatory upon all persons appointed to the faculty thereafter. The salaries of all original participants in the plan were increased to cover the amount of the deductions for annuity purposes, and all subsequent salaries include the annuity increment. The plan also involves a future reduction of the age of compulsory retirement to 68 years in 1954. Thus, indirectly at least, the state now bears a share of the cost of maintaining this annuity system. The faculty, through its annuity committee, is continuing to work on this problem in the hope of procuring ultimately a system of retirement compensation that will be more equitable and more nearly in keeping with the practices and policies in effect in other states where more satisfactory solutions have been found for this problem.

* * *

The standards for the selection of members of the faculty of the state teacher education institution at Cedar Falls have differed at various periods in its history, and have until very recent years been chiefly determined by its executives. Gilchrist emphasized successful teaching experience either on the normal school or the college level; Seerley, successful public school experience particularly in administration; and Latham, the possession of advanced degrees based upon graduate study. At present these standards are those approved by the president on recommendation of the faculty.

Procedures in faculty selection and promotion have changed over the years. In the early days of the Normal School, the Board of Directors construed somewhat literally its responsibility for teacher selection, and until some years after the beginning of the Seerley administration the Board often took the initiative in procedure to this end. President Seerley finally established the right of the executive to nominate all candidates for appointment or promotion, and this method remained unchanged until the formal establishment of the departmental system as a part of the administrative machinery of the College in 1909. Thereafter it was a prerogative of the head of a department to make nominations for vacancies or new positions and for promotions in his department. After the creation of the office of dean of the faculty, the responsibility for the initial consideration of appointments came to be shared by this officer and the head of the department concerned. By the change in policy approved in March, 1948, formal recognition was given to the right of

the faculty to participate to a limited degree in the procedure for appointment and promotion.

Faculty salaries at Cedar Falls have never compared favorably with salaries paid to staff members in the other state educational institutions. This fact reflects an attitude of the public in general which grants to the teaching profession a high regard ethically but a low regard economically. This, however, has operated to the advantage of the Iowa State Teachers College in insuring the retention in its faculty of those who love the work more than they love the pay; and to its disadvantage in that far too often other institutions have been able to attract promising young teachers away from this campus. Fortunately over the years, executive alertness and initiative have served to eliminate to a very large extent staff members who were found to be worth even less than the small salaries paid them. And fortunately too it has usually been possible to make replacements and to fill new positions with persons of idealism and ability in spite of the relatively low salaries.

Tenure has never been a serious problem for the faculty of the Teachers College. During the greater part of the first sixty years, if any error was made in regard to tenure, it arose from a tendency to continue employment indefinitely without requiring sufficient evidence of continued success and professional alertness. Nominally throughout these years all appointments were made for one year only. The adoption in 1934 of a compulsory retirement policy at age seventy and later of definite provisions introducing probationary appointment and basing permanent appointment upon compliance with evaluative criteria have laid foundations for the satisfactory solution of the tenure problem in such ways as to protect the interests both of the individual and of the institution.

Retirement compensation did not become a problem until the institution was forty years old. The first attempt at solution of this problem was the adoption of a policy of "detached service," by which members of the faculty might be continued on nominal salaries, recommended by the president with or without service in return. This policy was initiated in 1916 and was discontinued by Board order in 1930 on the ground that such payments had been held unconstitutional by the state Attorney General. An attempt to establish an annuity system for retired faculty members on a co-operative basis, the state and the individuals concerned making contributions to this end, was abandoned for the same reason and at the same time as the "detached service" plan. After the adoption of the compulsory retirement policy, a "part-time" system of service and compensation for retired members of the faculty was instituted, which with favorable modifications is still in effect. In 1944, an annuity program was set up based on contract with the Teachers Insurance

and Annuity Association, by which annuities are made available to all members of the faculty in return for monthly payments by each faculty member. Under present interpretation of Iowa law, it would seem impossible to make as favorable provision for retirement compensation as is made in many other states.

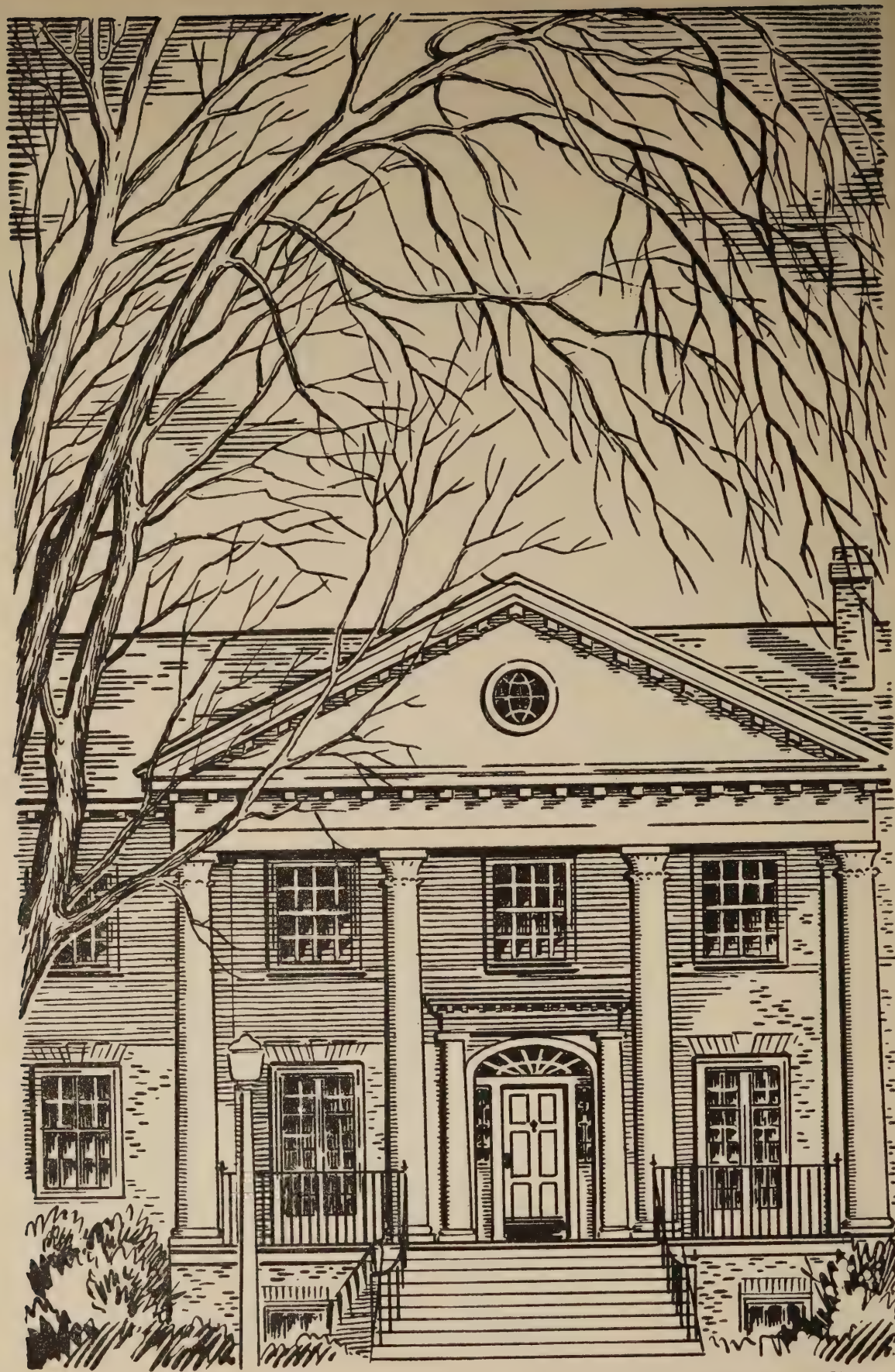
Thus through the years by methods of trial and error, there has evolved on this campus a system whereby the rights, privileges and responsibilities of this faculty have been defined and conserved, and the welfare of its individual members surrounded within increasing assurance—all to the end that the service of these key factors to the success of a teacher education program shall be effectively directed to the realization of the major objectives of the College.

Chapter 4

SCOPE

AND LIMITATION OF THE INSTITUTIONAL PROGRAM

The state teacher education institution should provide for the preparation of teachers for all levels and all fields of public school work and should be limited to this unique function.



Bartlett Hall, 1914

SCOPE OF THE PROGRAM

Preparation for All Levels of Public School Work

EARLY QUANTITATIVE CURRICULAR DIFFERENTIATION. From the beginning of the work of the Iowa State Normal School, the scope of the program was conceived as including responsibility for training for all levels of public school service. This fact is clearly set forth in the first catalog (1876-77), in which the aims of the three curricula offered were stated as:

The two-year Elementary Course qualifies teachers for the best positions up to High schools; the three-year Didactic Course qualifies for High School teaching; and the four-year Scientific Course for Superintendencies, Principalships in High Schools, Academies, and Normal Schools.

The outlines of these Courses by years and terms show that they were planned to be cumulative, each of the more advanced Courses being built upon the preceding foundations. Differentiation in type of training was quantitative rather than qualitative. It was apparently the assumption of the curriculum makers in the early Normal School that all teachers should be given as nearly as possible the same kind of training. Class work and lectures on Kindergarten and Primary Work and on School Administration, for example, were included in the outlines for all the original curricula.

That President Seerley had somewhat the same idea is shown by an extract from a special report to the Board of Trustees in February, 1904, in advance of his formal recommendation of the adoption of the new four-year college curriculum:

There is good reason to believe that it is the intention of the state to have here a teachers school where the best of high school teachers and executive officers—principals and superintendents—may be trained. . . . For these reasons I recommend that another year's study be offered here and that a better degree and diploma be provided for the recognition of such additional study. . . .

CONTRIBUTION OF THE NORMAL SCHOOL TO ALL TEACHING LEVELS TO 1900. The earliest detailed information regarding the contribution made by the various teacher education agencies to public school personnel in Iowa is found in the report of State Superintendent J. B. Knoepfler for 1891-93. This

report showed that of the more than 28,000 persons reported as having been employed as teachers in 1892-93 only one in five had had any training beyond that received in the common schools. Of those who had had any training at all, 56% had attended private institutions in Iowa (including private normal schools); 2.6% and 3.9% respectively had been students in the State University and Iowa State College (Ames); and approximately 17% had received their training at Cedar Falls.

Incidentally it is interesting to note that more than 28,000 persons were reported as having been employed for less than 25,000 teaching positions in 1892-93, evidence of the relatively transitory nature of such employment in many schools, particularly in those of the rural districts. It may also be noted that by 1893 the whole number of teaching positions in Iowa had reached a figure which was to remain comparatively unchanged for the next sixty years. There seems also to have been little change from year to year in the number of new teachers needed annually; hence, as the number of students and graduates of the Normal School increased, the proportionate contribution made by the School to the ranks of public school teachers and administrators increased accordingly.

Examination of the lists of Normal School alumni published down to 1900 shows that graduates of the institution were then serving or had served on all levels of instruction and administration. Until after the enactment of the certificate law of 1934, school administrators in Iowa were required only to be the holders of valid licenses to teach, and the graduates of the Normal School had some advantage over those of other teacher education institutions in their ability to secure administrative positions. With few exceptions, the persons who completed the three- and four-year curricula of the Normal School had had previous teaching experience and their added training at Cedar Falls in the theory and practice of teaching served to qualify them for recognition and preferment.

EFFECTS OF LEGISLATION, 1906-1915. The enactment of the uniform county certificate law in 1906 made no immediate change in the contribution of the Normal School to teacher supply on different levels in Iowa; but the passage in 1913 of a law requiring each candidate for a uniform county certificate to have had twelve weeks of normal training in an approved institution served greatly to increase the summer term enrolment in the Teachers College, and hence its proportionate contribution to the training of elementary teachers, and particularly of rural teachers. The act of 1915 requiring the teaching of agriculture, domestic science, and manual training in all the elementary schools of Iowa and the examination of teachers in these subjects served also to increase the demand for summer school work. These new de-

mands resulted in the lengthening of the summer sessions of the College from six weeks to twelve weeks, and in increasing the enrolment in the summer term on the campus from 1,330 in 1912 to 2,022 in 1914, to 2,408 in 1916, and finally to a maximum of 3,262 in 1924. As it became evident that the summer enrolment was threatening to overtax the facilities available at Cedar Falls, a system of branch summer schools was established in 1917, in which a maximum of 1,829 students was enrolled in 1922. Over 5,000 students were registered for the summer sessions in both the campus and branch summer schools in the years of 1922 and 1924. Of the campus summer school students in these years, approximately one fourth were registered for twelve weeks of normal training, and of those in branch summer schools approximately one third.

No thoughtful student of education, even at that time, would have attempted to defend these legislative measures as in any sense providing for adequate teacher preparation. They are included for consideration here because they served markedly to increase the contribution of the Iowa State Teachers College to the training of teachers for the state under then existing standards, and because these measures did constitute forward steps, short though they were, toward higher standards of teacher preparation and certification.

SURVEY OF TEACHING PERSONNEL, 1929. The over-all results of the growth of the Iowa State Teachers College, of its continued acceptance as the center for teacher education in the state, and of the legislation mentioned above were revealed in a comprehensive study of *Teacher Supply and Demand in Iowa*, made by H. A. Jeep and Malcolm Price and published by the College of Education, University of Iowa, in 1929. This monumental survey showed that, in terms of the per cent of the total number of teachers in Iowa, the Teachers College had provided such undergraduate training as had been received by 60.5% of the rural teachers who were not normal training high school graduates, 48.8% of the town and city elementary teachers, 20.4% of the junior high school teachers, 15.5% of the senior high school teachers, 34.6% of the elementary school principals, 13.6% of the senior high school principals, and 16.2% of the superintendents, with a total contribution of the training of 39.1% of the whole number of teachers in the state.

There was at this time no category of service in the teaching force of the public schools in Iowa to which the Iowa State Teachers College had not contributed undergraduate training, and since graduate training was not then a requirement for certification in any category, the percentages given above are valid measures of the service of the institution at that time. These proportionate contributions were exceeded by those of one other individual institu-

tion only, the University of Iowa, in one category, that of principals of senior high schools, and in this case by only .3 of 1%. The contributions of the independent colleges as a group exceeded those of the Iowa State Teachers College in all but two categories, rural teachers and town and city elementary teachers; but their combined contribution to the whole number of teachers was only 34.2%. Beyond all question in 1929, the Iowa State Teachers College was providing training for all levels of public school teaching and administrative service.

CERTIFICATE ACT OF 1934. In 1934, after many years of sporadic attempts to advance the standards of certification in Iowa, an act was passed which substituted collegiate training for examinations for all types of *state* certificates. The original proposal had been to repeal the statutes authorizing the issuance of uniform county and normal training high school certificates, but the opposition to this change was so insistent that this part of the program was temporarily abandoned. The practical result was to set the standards for the certification of teachers in town and city school systems on a much higher level than those for rural schools and thus to impose an added discrimination against children in the latter type of school. It took eleven years of further agitation to effect the result originally contemplated, but in 1945 the transition from examination to training was made for all types of certificates. Iowa thus belatedly brought its system of certification into accord with that which had already become the mode in most of the other states, although its future minimum standard of two years of college work by 1952 was still indefensibly low.

By the act of 1934, two classes of certificates were established to which graduate work was prerequisite: the advanced secondary teacher's certificate and the superintendents certificate. This requirement at that time automatically excluded the Iowa State Teachers College from opportunity to provide the training necessary for these classes of certificates and thereby narrowed the scope of its institutional service.

CONTRIBUTION OF THE COLLEGE TO DIFFERENT LEVELS OF TEACHING, 1937-1941. No study of the composition of the teaching personnel of Iowa comparable in any degree to that of 1929 has been made since that date, but a measure of the teacher education service of Iowa institutions may be found in the annual reports of the Board of Educational Examiners, which give the sources of training for all newly certificated teachers year by year. For the period from 1937 to 1941, the last years of pre-war "normalcy," these reports show:

- 1) That the annual contribution of the Teachers College to the number of

persons receiving twelve weeks of normal training as the basis for uniform county certificates had decreased from 40% in 1929 to 15% in 1940;

2) That in the area of elementary teacher training, as measured by the relative number of recipients both of the standard and the advanced elementary certificates, the Teachers College stood first, its annual contribution of approximately 38% of such recipients exceeding that even of all the four-year private colleges combined;

3) That in the area of secondary teacher training, as measured by the number of newly issued standard secondary certificates, the Teachers College contributed annually approximately 17% of the total number, thereby exceeding the contribution of the State University by a narrow margin; but that the private colleges contributed more than 33% of the teachers in this category; and

4) That in comparison with the whole number of newly certificated teachers of all types, the Teachers College had annually contributed the necessary training for an average of 21.5%, and this in spite of the fact that certain certification areas had been closed to the institution.

TRENDS SINCE 1945. The marked increase in enrolment in the College since the close of World War II has been largely in the area of preparation for high school teaching and has tended to accentuate the disproportion of enrolment in elementary education as compared with that in secondary education curricula, which first became noticeable in the 1930's. Other teacher education institutions in the state have been subjected to the same influences, with the result that the inadequacy of facilities for the training of elementary teachers and of potential supply of such teachers has become alarming in view of the imminent large increase in public school enrolment consequent upon the high birth rate of the 1940's. This increase has already become noticeable in kindergarten and primary grades and it will continue upward through the elementary grades and the high schools. This means more teachers on all levels and in all fields, but first and most on the elementary level.

THE STRAYER SURVEY, 1950. Certain of the problems arising from this set of conditions were taken into consideration in a survey by a commission, headed by George D. Strayer of Columbia University, selected in 1950 by the State Board of Education to make a study of the three state institutions of higher education in Iowa. The report of this survey has some points of superiority over others in the series of surveys made under the direction of the Board since 1909, in that:

1) It showed a better understanding of conditions inherent in the Iowa situation with regard to higher education in general and to teacher education in particular;

2) It posed pertinent questions rather than offered categorical answers;

3) It suggested that the Board solicit the assistance of interinstitutional committees, consisting of faculty personnel nominated by the respective presidents, for the attack upon certain of the dominant problems of the institutions; and

4) It called for co-operation of the institutions toward the end of co-ordination of efforts on the voluntary rather than the compulsory basis.

The report of the Strayer Commission raised several questions concerning teacher education in Iowa which were exceedingly pertinent to the development of the Iowa State Teachers College program. It recommended that the Teachers College continue to function as a single-purpose institution; but called attention to the danger of institutional retrogression for causes quite beyond the control of the College administration and faculty, such as: 1) the fact that the state of Iowa has not kept pace with teacher certification requirements in other states of comparable wealth; 2) the fact that the College has not been permitted to educate school personnel at a level now regarded as desirable and essential; and 3) the fact that the salary scale of the College does not permit it to compete successfully for faculty personnel with other leading colleges of education.

With regard to the first of these conditions, the survey states:

Low standards of public school employment in Iowa compel the State Teachers College to devote large portions of its resources to programs that are inappropriate for a distinguished college of education.

As to the second condition, the survey states:

The State Teachers College is handicapped by the fact that it does not offer the Master's degree in education. . . . There is little reason for the State Board of Education or for the State itself to take pride in the maintenance of a higher institution devoted to the education of teachers when in fact it is restricted to a level that prevents it from offering a degree that is recognized as the desirable professional standard by all distinguished teacher education institutions.

As a measure designed to meet the increased demand for the education of teachers for the elementary schools in the near future, the Commission suggested consideration of the expansion of facilities for the education of such teachers, not only at Cedar Falls, but at Iowa City and Ames as well. For the continued study of these and other problems relating to teacher education in Iowa, it was recommended that an interinstitutional Committee on Teacher Education be set up.

The work of the Strayer Commission was in its very nature preliminary. As of 1950, it stood as a summation of certain conditions affecting the con-

tribution of the Iowa State Teachers College to the preparation of teachers on all levels, and pointed the way toward the enlargement of the program to meet the needs of the future. This report has been productive of significant results for the College, in that it has led to the approval by the State Board of Education of a program of graduate study leading to the Master's degree in Education, to be inaugurated in 1952. Adequate financial support for this new program was supplied by the Iowa General Assembly in 1951, and, after careful deliberation, the faculty set up a tentative outline of the work to be required for the new degree, in accordance with principles recommended by an interinstitutional committee. With the full realization of this plan, the scope of the educational program will once again be broad enough to enable the College to provide at least the minimum amount of training required for all classes of teaching and administrative certificates authorized to be issued in Iowa.

Preparation for All Fields of Public School Work

SPECIALIZATION IN TEACHER PREPARATION, 1887. It has been noted above that in the earlier days of the Iowa State Normal School there had been no differentiation in type of training for the various fields of teaching other than a quantitative one. The idea that opportunity for specialization in teacher training should be given to students of the Normal School was first suggested in the catalog for 1886-87, when "the interest of the students in the special study of certain branches" is given as the basis for the selection of second-year courses in the new High School Graduate Curriculum. This selection was, however, that of the curriculum makers rather than that of the students, and under this plan, as President Seerley said later, "only the election of course [curriculum] not of subject" was allowed.

PRIMARY AND KINDERGARTEN TEACHER CURRICULA, 1893, 1896. The ideas of the faculty with regard to specialized training took more definite form in 1893 through the organization of a one-year Special Course in Primary School Work and Kindergartening, a Course which was lengthened to two years in 1897. Thenceforward the Normal School was specifically committed to the policy of offering special two- and three-year curricula for training in different fields of teaching. The second field to be given such recognition was that of kindergarten instruction. The enactment in 1896 of a law permitting the organization of kindergartens in independent school districts and requiring kindergarten teachers to be specially certificated led to the establishment of a separate Kindergarten Course, and later to the addition of a kindergarten to the facilities of the Training School. This curriculum continued to operate independently until 1934 when it was again merged with the Primary curriculum.

OTHER TWO- AND THREE-YEAR CURRICULA, 1902-1907. In 1902, the number of the special curricula was increased to provide for the training of teachers of Public School Music, Piano, Drawing, and Public Speaking. At the same time in response to an increasing interest in the inclusion of Physical Education, Manual Training and Domestic Science in the public school program, consideration was given to the extension of the list of special curricula to provide for training in these fields. Preliminary to a final decision as to the addition of such curricula, President Seerley visited a number of school systems in neighboring states in which work in these fields was being carried on, and on his return made a special report to the Board in which he recommended that work in manual training and domestic science be organized and developed in the Iowa State Normal School. These recommendations were approved and the organization of a Manual Training Department, including for the time being work in Domestic Science, was effected in 1904. Domestic Science was set up as a separate department in 1907. Two-year curricula were established in each of these fields. The erection of a new gymnasium building in 1904 made practicable the organization of a Department of Physical Education for both men and women and the development of new curricula for the training of teachers in this field.

CURRICULA IN 1909. The tendency toward the organization of separate curricula in special fields continued, until at the close of the Normal School period in 1909 fifteen different curricula were being offered:

The Professional Course for College Graduates—one year

The College Course—four years

Junior College Courses for Special Teacher Training

The Drawing Teachers Course—three years

The Manual Training Teachers Course—three years

The Physical Education Teachers Course—three years

The Kindergartners Course—two years, with a third-year Supervisors Course

The Primary Teachers Course—two years

The Public School Music Teachers Course—two years

The Domestic Science Teachers Course—two years

The Commercial Teachers Course—one year

Teachers Certificate Courses

The Uniform County Certificate Course—three years

The State Certificate Course—two years

Special Music Teachers Courses in Piano, Violin, and Voice—each three years

Entrance to the College and Junior College Courses required graduation from an accredited high school; to the Uniform County Certificate Course, the completion of the eighth grade, with progressively increasing advanced standing to holders of third, second, or first grade county certificates; to the State Certificate Course, the completion of the Uniform County Certificate Course or the presentation of eleven units of acceptable high school credit. Admission to the Special Music Teachers Courses was granted "on liberal terms as to preparatory training."

CURRICULAR CHANGES, 1909-1948. The next twenty years saw a number of changes in curricular terminology, form, and range. The College Course became the Degree Curriculum, the Junior College Courses the Diploma Curricula, and the Teachers Certificate Courses the Normal Courses. The Commercial Education Course was lengthened to two years, and two new diploma curricula were added, an Intermediate and an Upper Grade Curriculum (later called the Curriculum for Teachers in Grades above the Primary), and in 1914 a one-year Curriculum for Teachers in Rural and Consolidated Schools, later lengthened to two years. The number of diploma curricula thereafter remained at ten until 1921. By 1929 when the minimum standard for teacher certification in Iowa was raised to high school graduation, all so-called Normal and subcollegiate courses in the Teachers College had been abandoned.

In the meantime the standards for the employment of high school teachers in the state had begun to be raised to graduation from a four-year college, and as a consequence the diploma curricula in secondary education fields began to disappear. By 1930, the diploma curricula in Physical Education, Art, Public School Music, Home Economics, Commercial Education, and Manual Training had been dropped, and the only diploma curricula remaining were those for Kindergarten-Primary, Upper Grade, and Rural and Consolidated School Teachers. The one-year Rural Curriculum was dropped in 1946, and in 1948 a complete reorganization of the two-year education program was effected by the adoption of a single two-year curriculum allowing specialization in preparation for either lower or upper grade or rural school work at the election of the student.

EXPANSION OF CURRICULA FOR HIGH SCHOOL TEACHERS: MAJORS AND MINORS. The faculty had meanwhile been giving particular attention to the improvement of opportunities for more advanced training in special fields of high school work. In a report to the Board in September, 1900, President Seerley recommended consideration of the adoption of an elective system for the Normal School which would allow more liberty of choice on the part of students than was possible under the system then in vogue. He said, "All school work of the present day encourages, particularly in the higher lines,

far more individual election by the students than [is allowed] in this school." As the result of the study of this problem a system of elective majors was adopted for the degree curriculum in 1908. The election of minors was authorized in 1914. There have been a number of changes in the lists of Majors and Minors from time to time, but the fields of major specialization have remained fairly constant. The list of Majors given in the catalog of 1950-51 is representative of this system. Majors, requiring approximately 45 credit hours each, were there listed in eighteen fields of secondary instruction: Agriculture, Art, Business Education, Earth Science, English, Home Economics, Industrial Arts, Languages (French, Latin, Spanish), Mathematics, Music, Physical Education (for Men and for Women), Science, Social Science, and Speech. Minors, requiring from 20 to 30 credit hours each, were listed in fourteen of the major lines above and in addition in Biological Science, Chemistry, Economics and Sociology, German, Government, History, Library Science, Safety Education, and School Journalism.

In the field of Education, majors were offered in Elementary Education, Junior High School Education, Kindergarten-Primary Education, Nursery School-Kindergarten Education, and Elementary School Supervision.

EDUCATIONAL COUNSELING PROGRAM. The distribution of choice of majors and minors by students of the College in the past has by no means been in satisfactory accord with the relative demand for teachers in the various fields, but the advice of the officers in charge of the placement service and of the student counseling program is becoming increasingly effective in aiding students to make choices in the light of the facts regarding teacher demand in the various fields. Potentially the College is prepared for the ultimate and desirable transition to a minimum requirement of four years of college work for certification in any area of instruction in the public schools of Iowa.

LIMITATION TO THE FUNCTION OF TEACHER EDUCATION

The survey Commission of 1950, under the heading, *The State Teachers College has the sole function of preparing teachers for school service*, says:

The Iowa State Teachers College is one of the few higher institutions in the United States that devotes itself strictly to the professional preparation of teachers. Almost everywhere else Teachers Colleges have added or are seeking to add other objectives which tend to relegate teacher preparation to the position of subordinate concern of the institutions. The Survey Staff recommends that the State Teachers College continue to function as a single-purpose institution.

In the 1950 edition of the College catalog, the adherence of the institution to its unique objective is stated:

The Iowa State Teachers College is entirely a professional college serving the public schools of the State of Iowa and the profession of teaching.

Internal Influences Upon Limitation of Function

This limitation of function which has become characteristic of the Iowa State Teachers College is the result of influences both internal and external. Within the institution itself, there was no tendency at any time during the first quarter century for the expansion of its function beyond that of teacher education. The Normal School during these years was continuously understaffed and the individual faculty members were overloaded. The chief problem of educational administration in those days was that of trying to find time, place and personnel for instruction in the courses required on the adopted program. In the ten years from 1896 to 1906, the faculty was doubled in size, opportunities for specialization in instruction were greatly increased with the rapid progression toward the departmental system, and the number of course offerings was largely expanded. The adoption of the four-year college curriculum made still further expansion necessary. But the most critical examination of the course offerings of the Normal School in the early 1900's fails to reveal any significant departure from the sole objective of teacher education.

Influence of the System of Unified Control

It was a matter of pure coincidence that the adoption of the degree curriculum should have been effected just shortly before the time when the agitation for unification of control of the state institutions of higher education in Iowa led to the appointment of the Whipple Committee in 1904. As noted earlier, this committee severely criticized the Normal School for having allegedly exceeded its function of teacher education by offering a number of courses which in the judgment of the Committee had no proper relationship to "the training of teachers in the common schools." The criticisms of the Whipple Committee did not result in any immediate legislative action, but they became a matter of record and were unquestionably causative factors in furthering the attempt of the new State Board of Education in 1912 to eliminate all college work above the second year from the program of the Teachers College. This attempt failed, as has been seen, but notice that could not be disregarded had been served upon the Teachers College that any proposal to exceed its admitted function would not only be viewed with alarm but be met with active official opposition.

There is no reasonable doubt that the Iowa system of unified control of the state educational institutions has served to impose an external restraint upon any tendency which might have manifested itself here to follow a trend noticeable in many teachers colleges in other states, not alone to expand into other areas than teacher education but in some cases to change the institutional names as well as the nature of their service to their constituencies. At various times tentative proposals have been made that the Iowa State Teachers College expand into the areas of liberal arts and technical education, or that it become a regional college for Northeast Iowa. At no time however has more than a minority of the faculty supported such suggestions, and the attitude of the administration, in recent years at least, has been firmly in opposition to any such proposal. The Iowa State Teachers College enters upon its fourth quarter century steadfastly committed to its now traditional policy of functioning as a single-purpose institution.

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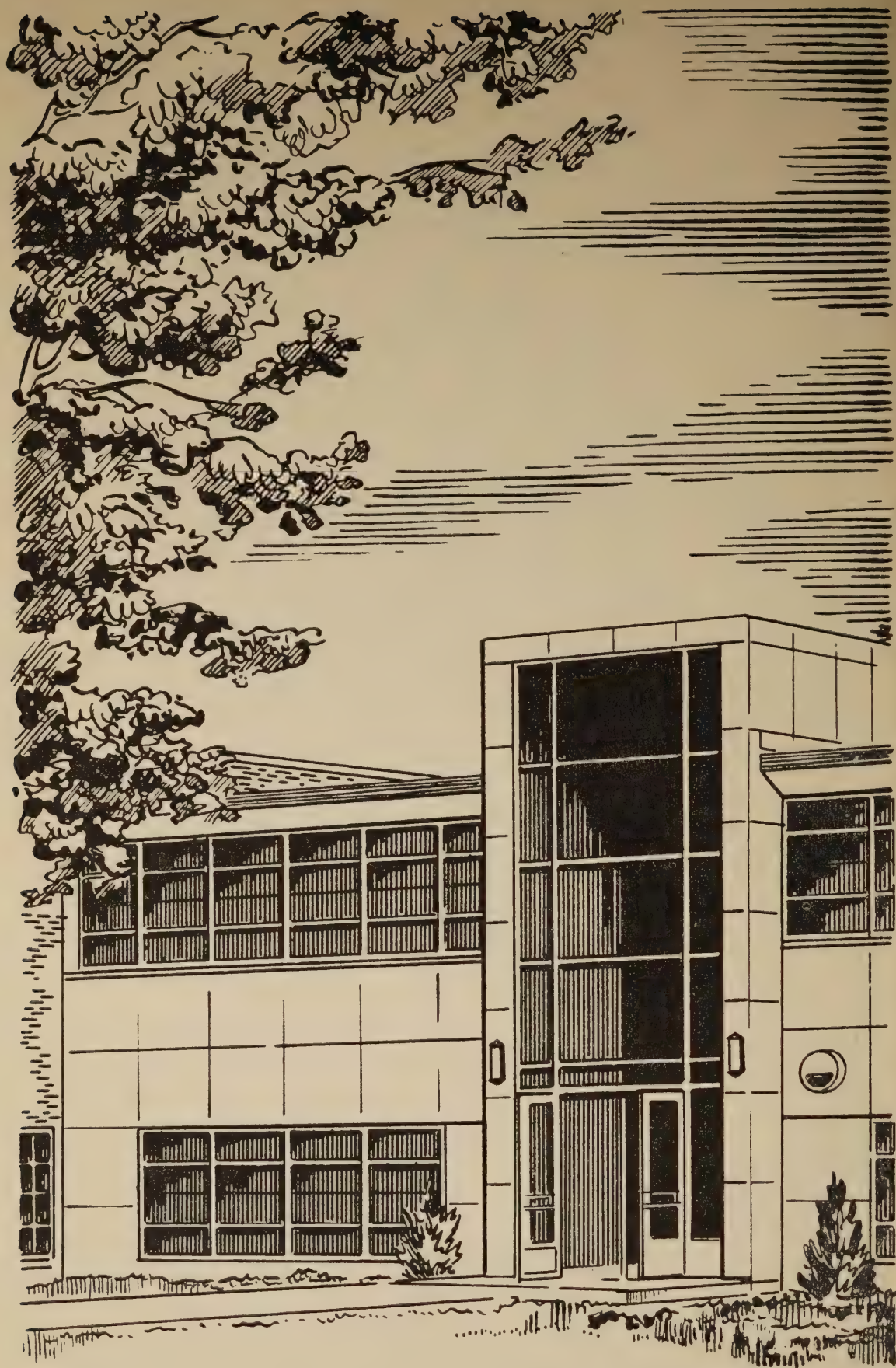
The educational program of the Iowa State Teachers College down to 1951 has included curricula and courses providing preparation for service in the public schools on all *levels*: nursery school, kindergarten, primary, intermediate, upper grade, junior high school, senior high school, supervisory, and administrative; but since the College did not in this period offer graduate work, it could not provide preparation for all supervisory and administrative positions. The service of the Teachers College in the preparation of teachers for all *fields* of public school work in Iowa was similarly limited only by the

fact that certain high schools required the Master's degree for their teachers. The trend of certification requirements in Iowa is definitely upward, and it may be presumed that in the not distant future graduate work will be required for other administrative, supervisory, and teaching certificates. With the newly projected graduate program, the College will again be enabled to operate in full compliance with the principle embodied in its original legal franchise—the training of teachers, supervisors, and administrators for all levels and all fields of public school service.

Chapter 5

THE PROGRAM OF PRE-SERVICE AND IN-SERVICE EDUCATION OF TEACHERS

The over-all content of the curricula of a state teacher education institution should be such as to lay a broad and thorough foundation for the work of the teacher.



Arts and Industries Building, 1949

PART I — COMPONENT ELEMENTS OF THE CURRICULA

General and Professional Education

DEFINITIONS. In order to lay a broad and thorough foundation for the work of the teacher, the curricula of a state teacher education institution should include elements of both General and Professional Education. The General Education content should be such as to make the student a master of the fundamental tools of knowledge and communication essential for a citizen in a democratic society; to acquaint him with the broader areas of knowledge which will enable him to understand and interpret conditions and trends in society as a whole; and to endow him with the cultural heritage of his people. In addition, the General Education content should include courses which will give the student a thorough grounding in the subjects he is to teach and an acquaintance with the more advanced areas of these fields. The Professional content should be such as to enable the student, under expert guidance and supervision, to gain an understanding of the *science* of teaching, and to acquire experience in the *art* of teaching. Here, in proper sequence and relationship, the student becomes acquainted with the nature of child life, with materials of instruction, the processes of learning, the means best adapted to stimulate learning, and with the organization of curricula adapted to the different levels of age and ability.

LIMITING FACTORS. Throughout the three quarters of a century of its institutional life, the Iowa State Teachers College has accepted these ideas as basic to its experimental attack upon the problems of teacher education. In its efforts to implement these ideas, however, it has been limited by the factors of low standards for teacher certification and of low salaries for teachers, both of which have discouraged any extended advanced preparation, and by the consequent necessity for an attempt to organize a teacher education program within time limits prohibitive of the full realization of its ideals. A critical study of the content of the curricula offered at different times during these seventy-five years reveals the manner in which the institution has progressed toward such realization.

DESIRABLE PROPORTIONATE RELATIONSHIP. The changes already noted, involving the raising of the standards for entrance to the curricula, the pro-

vision for specialization in teacher preparation, and the establishment of the four-year college curriculum as the mode of institutional service in teacher education, all have operated to bring the College successively into closer accord with its ideals. Other changes in the nature and distribution of course offerings within the framework of the individual curricula have been equally indicative of a trend toward this end. The supporters of the liberal arts colleges, traditionally hostile critics of both the normal school and the teachers college idea, have throughout the years continued to charge the institutions devoted solely to teacher education with being guilty of trying to teach their students *how* to teach without providing them with an adequate basis of knowledge of *what* to teach. Within the ranks of the Teachers College faculty itself, particularly in the period characterized by the development of the degree curriculum and the employment of an increasing proportion of faculty members with a background of liberal arts education, a marked difference of opinion has been evident regarding the desirable proportionate relationship in the various curricula between Professional and General Education.

Scholastic and Professional Curricular Content, 1876-1886

GILCHRIST'S "DEPARTMENTS OF LABOR." Principal Gilchrist, in his second biennial report (1879), stated his idea of the place of the Scholastic and Professional "departments of labor" for the Normal School:

The teacher needs fuller and more critical mastery of the branches taught than is needed in the ordinary business of life. Thoroughness and fullness of knowledge in these subjects is a preparation for teaching of great importance. The Normal School must give this preparation. Instruction in the Philosophy of Education and Methods of Teaching is the more special province of the Normal School. Fully one half the student's time is directly employed in professional study, and the other half indirectly. In his study and recitation of the branches to be taught, the student gets a knowledge of class management and system side by side with a knowledge of subject matter. He learns the method of teaching that he is to adopt when he comes to have a school of his own. This is especially true for methods of advanced classes. How to teach primary and intermediate grades is taught by lectures and practice.

The outlines of the first curricula of the Iowa State Normal School were the products of the mind and pen of Principal Gilchrist, and were adopted by the Board of Directors on his recommendation before there was any faculty with whom to consult. There were comparatively few changes in the list of course offerings during the first ten years, except for the addition of instruction in Latin in 1885. The curricular changes during this time were: the dropping of the two-year Elementary Course in 1883, the addition of

two postgraduate curricula in 1884, and the division of the two remaining regular curricula each into an English Course and an Elective Latin Course in 1885, the latter differing from the former only in the substitution of six terms of Latin for a corresponding amount of English and History. The elimination of the Elementary Course involved no change of course offerings but only the discontinuance of the granting of a diploma at the end of the second year.

POSTGRADUATE CURRICULA, 1884. Of the two postgraduate curricula, the Professional Course for College Graduates was designed to enable college graduates from other institutions "to get professional study and fit themselves for the higher fields of educational work." The need for a postgraduate Scientific and Mathematical Course was presented as follows:

The rapid development of the Physical Sciences and their great growth in popular estimation render their more extensive study a necessity. They are being rapidly introduced into all the schools. Similar statements can be made concerning the Higher Mathematics. Great reforms in the manner of treatment and presentation have been made in the Mathematics as well as in the Sciences. This course will supplement the regular courses both of the colleges and of the Normal School. One year can be given with laboratory practice in Physics, Chemistry, and Botany, or to Analytical Geometry, Calculus, Quaternions, and Astronomy. Or a course of one year can be chosen by the student out of both of these divisions. This is intended for our own graduates as well as those from other institutions.

Good laboratories and excellent apparatus are being provided.

These two postgraduate courses continued to be listed in the catalogs from 1884 to 1886, but the records show that only one student completed the Professional Course, and there is no indication that anyone ever even registered for the Scientific and Mathematical Course. The latter at least was no more than a product of wishful thinking on the part of the Principal, whose interests as a classroom teacher were divided between the Science and Art of Teaching on the one hand and the Sciences and "the Mathematics" on the other. In spite of the fact that the Rules and Regulations adopted by the Board in 1876 on Principal Gilchrist's recommendation (and doubtless formulated by him) provided that "The Principal and the Professors shall prepare the Course of Study," there is no evidence in the Faculty Minutes that the Professors were given any voice in these changes.

DISTRIBUTION OF EMPHASIS TO 1886. For the completion of a curriculum down to 1886, and for some years thereafter, a student was required to earn credits in a number of specified courses, each such credit representing the work done in five recitation periods a week for one term. Each student carried four such credit courses each term, and in addition certain "drill

and practice" and lecture courses. For the purpose of comparison with later conditions, each such term credit may be considered as equivalent to five quarter hours. On this basis, what would now be called the General Education content of the four-year Scientific Course in 1883 comprised 170 quarter hours, distributed approximately as follows: English—40 hours, Mathematics—55 hours, Science—50 hours, History and Economics—25 hours, "Drills and Practice" in Arts (Penmanship, Drawing, Music, Reading) were also required each term during the first two years. The Professional content of this curriculum totaled 70 hours of credit classwork, drill work in "Practice-Teaching" classes in each of the twelve terms (unspecified as to amount), and three terms of lectures on the theory and practice of teaching. It is apparent that the Professional work of this curriculum constituted approximately one third of the whole.

General and Professional Education in the Curricula, 1886-1914

HIGH SCHOOL GRADUATE CURRICULA, 1887. The changes in distribution of emphasis as between General and Professional Education which came about in the early years of the Seerley regime were due to the elimination of the Model School in 1885 and the organization of the two-year High School Graduate Course in 1887. The first of these changes resulted in a reduction in the Professional requirements of the three- and four-year curricula. Of the work of the High School Graduate course, 20% (6 term credits out of the 30 required for graduation) were in the Professional field. Provision for observation and practice of teaching was again made after the organization of a Training School in 1892, but in spite of the restoration of practice teaching requirements on all curricula, the proportion of Professional work did not by 1900 exceed 18% on the four-year State Certificate and three-year High School Graduate Courses, or 28% on the two-year Primary Course. The conversely proportionate increase in General Education was made up by the addition and expansion of course offerings, particularly in the fields of Social Science and Modern Languages.

FOUR-YEAR COLLEGE CURRICULUM, 1904. The four-year College curriculum leading to the degree of Bachelor of Arts in Education, adopted in 1904, required for its completion 48 term credits, 12 of which (25%) were in the Professional field. In addition to this, among "other requirements not counted in term credits," were six terms of observation and practice in the Training Department. Three term credits each in English and Mathematics, 12 in a Major Elective chosen from one department (English, Mathematics, History and Political Science, Science, Latin, German, or Public Speaking), and 18

term credits in Free Electives, 36 term credits in all (75%) made up the General Education content of this curriculum.

Curricular Revision in 1914

A general revision of the entire curricular set-up of the Teachers College was effected in 1914, as the result of which the credit system was changed from the term to the hour, the list of Majors was revised and expanded, and the choice of a Minor was made a requirement on the degree curriculum. A strenuous effort was made at this time by certain faculty members to reduce the professional requirements on the various curricula, but with relatively little success.

The Inside Survey of 1917

An Inside Survey of the Iowa State Teachers College was made in 1917 under the direction of a national committee on Standards and Surveys appointed by the National Council of Normal School Presidents and Principals. Of the origin of this project, President Seerley said in the Introduction to the Survey report:

. . . under the new title of 'Educational Survey' . . . high sounding investigations have been made by voluntary organizations, by nationally appointed committees, by state-invited investigations, or by combination of these types in different kinds and on different plans. In nearly every such undertaking the members of the survey commission have been selected from designated expert educators who were not identified with state normal school service and who were quite well-known to regard with disfavor the undertakings, the initiative, the plans and the constructive service of state normal schools. While the public reactions that came from these survey enterprises have led to the strengthening of the state normal schools in nearly every state and not to their degrading or their suppression, yet these surveys have caused the professional educators who are giving their life services to these teacher-training institutions to be willing to render to the public an account of their stewardship.

The remarkable thing about recommendations in most of the published surveys has been that their construction and adoption did not depend at all upon the facts ascertained . . . but were the confirmed opinions and conclusions of the members of said commissions before the investigations required by the surveys had been made . . . digest of opinions previously possessed by those who had the distinguished honor to serve in these authorized capacities. . . . For these reasons great care has been taken to ascertain the exact facts covered by this report and equal care to present the same in clear and definite language.

The Inside Survey at Cedar Falls was made by a committee elected by the faculty from its own members. The results of the survey were published

in two bulletins (of 116 and 140 pages respectively) which furnish an invaluable source of information regarding institutional organization and practice at that time.

The section of the survey dealing with the curricula included consideration of curricular offerings, their relation to the teaching needs of the state, the distribution of emphasis between what would now be called General and Professional Education, and changes which would be desirable in then existing curricula. The analysis of curriculum content in this survey showed that on the degree curriculum in 1917, 25% of the requirements were in the Professional field and 75% in the General Education field. The General Education requirements were further subdivided to show: Vocational Courses, including courses that the student would probably teach and more advanced courses along similar lines; and Liberal courses, including general informational courses and purely cultural courses. Of the courses other than Professional, 37% were classified as "Vocational" and 38% as "Liberal." In the two- and three-year diploma curricula at this time, the proportion of professional requirements was reported as ranging from 33% in the Art and Manual Arts curricula to 59% in the Kindergarten curriculum.

The following statement was made in reply to the question as to changes which should be made in the curricula in operation in 1917:

Certain changes recently made in the degree curriculum indicate a desire on the part of the faculty to increase the amount of time devoted to the liberal subjects. This has been done by increasing the number of hours of electives offered and by restricting the privilege of electing additional courses that are vocational or directly professional in their nature.

In certain courses the relatively low percentage of liberal subjects is accounted for by the fact that they are two-year courses. The existence of these two-year courses has been due to the immediate demand for specially trained teachers. In their present form these courses should be viewed as temporary expedients. Early specialization should be discouraged rather than encouraged.

Curricular Trends, 1917-1949

The trend forecast by the Inside Survey toward decreasing requirements in Professional Education continued. Twelve years later, by 1929, the Professional content of the B.A. degree curriculum was 22% of the whole, while the maximum Professional content of any one of the diploma curricula was 39%. By 1949, the professional requirements for the degree curriculum had been reduced to 17%, and of the diploma curriculum to less than 32%. The "temporary expedients" in the form of two-year curricula, so characterized in the spirit of hope a third of a century ago, still remain as part of the Iowa state

teacher education program, and will probably continue to do so until the state certification standards are raised to the four-year level.

Curricular Revision in 1949*

In the spring of 1949, the Faculty decided, after five years of piecemeal attacks upon the four-year curriculum problem, that a thoroughgoing curriculum study should be made by a representative faculty committee. A committee of nine members was accordingly selected and, with the complete cooperation of the President, the chairman of this committee was allowed full time for the project for six months, and the other members were released from half of their regular teaching loads.

Meetings were held by the committee with the entire faculty and with departmental groups. Conferences were arranged with school administrators and with laymen in order to discover the needs of teachers in Iowa schools. Guidance was obtained from the U. S. Office of Education and from the Iowa Department of Public Instruction. Members of the committee visited other teachers colleges to study their curricular plans and to discuss with their staffs the committee's tentative proposals. The members of the College faculty were kept informed by mimeographed circulars as to the trends of committee thought as the study proceeded. When the final report was submitted, it was adopted by a decisive majority on March 13, 1950. With the approval of the State Board of Education, the new curriculum became effective in June, 1951.

BASIC CHANGES PROVIDED FOR IN THE 1949 CURRICULUM. Among the basic changes provided for in the new curriculum are: 1) a comprehensive integrated *required* program of General Education to replace the present limited desultory and partly elective program, 2) a reorganization of the program of Professional Education, and 3) an increase in the total requirement for graduation from 186 to 196 hours. Areas of specialization in the work required for the Bachelor of Arts degree are provided in preparation for teaching: 1) in the secondary school or in special subjects, 2) in the junior high school, 3) in the upper grades of the elementary school, 4) in the lower grades, and 5) for supervision in elementary schools. Within the curricular framework of each area of specialization, there is a common General Education sequence of 64 hours, a common Professional Education sequence of 33 hours, and a common Physical Education requirement of 6 hours, leaving 93 of the 196 hours for major and minor or subject matter field specialization and for electives.

*This summary of the curriculum revision of 1949 is based for the most part upon an article by Malcolm Price, President of the Iowa State Teachers College, published in *The Journal of Teacher Education*, September, 1950.

GENERAL EDUCATION REQUIREMENTS. The required General Education sequence includes 12 hours devoted to Communications, with a special program for students with superior achievement in the communications field, and 4 hours in Mathematics, designed to meet the needs of the ordinary citizen.

The 15 hour sequence in Science includes integrated courses in Physical Science and in Plant and Animal Biology, in Human Biology, and in Geography, with emphasis on such matters as conservation and world resources.

The 12 hour Social Science sequence deals with modern economic, political, and social problems.

The 21 hour Humanities program includes 12 hours of integrated courses in Western Civilization and World Literature, offered jointly by the departments of Social Science and English and Speech. The remaining 9 hours of the Humanities program is made up of a course in Art, a course in Music, and a course either in Philosophy or in Religion.

PROFESSIONAL EDUCATION REQUIREMENTS. The common Professional requirement of all students, whether prospective secondary or elementary teachers, consists of 33 hours of work distributed through the four years. The sequence starts with a 3 hour course in the freshman year, called "Exploring the Teaching Profession", followed by a 15 hour sequence of courses, beginning in the sophomore year, called "Fundamentals of Teaching." These courses will include educational psychology, and will be organized on the laboratory basis, thus giving time for observation and for opportunity to try out educational theories in actual situations. Late in the junior year or early in the senior year, there is a quarter's work devoted essentially to Teaching. Following the student teaching, and always in the senior year, is a seminar-type course in "Problems of Teachers." The Professional content of this new curriculum constitutes approximately 17% of the whole.

ADDITIONAL REQUIREMENTS. Certain additional work is required of those planning to teach in the junior high school or in the elementary grades, in order to provide preparation for the more varied programs in these fields. These additional requirements lie in both the General and the Professional areas, but are so distributed as to preserve a proper relationship between them. A striking feature of the new program for elementary teachers is the provision that 20 hours beyond all other required work must be concentrated in one of a number of specified subject-matter fields. This concentration may be wholly within one departmental field, or it may be in such areas as recreation, community leadership, or guidance, comprising work in several departments.

This new curriculum is not revolutionary. It is rather the final step to date in the long series of efforts to enable the Iowa State Teachers College to realize its aim "to lay a broad and thorough foundation for the work of the teacher."

PART II — PROVISION FOR EXPERIENCE IN THE ART OF TEACHING

*Particular emphasis should be laid
in the program of a state teacher
education institution upon provision
for experience in the art of teaching.*

Practice Teaching in the Iowa State Normal School before 1883

In his inaugural address in September, 1876, Principal Gilchrist discussed the art of teaching as "a department of labor for the Normal School," saying that the students should be "taught and trained" in school organization, management, government, and methods, and should be given opportunity to put these plans into actual practice "*in model schools and experimental classes.*" He was chiefly, if not solely, responsible for the preparation of the outlines of the early curricula in which "Practice-Teaching classes" in primary and advanced work are listed as requirements. "Manifesting decided teaching ability" was also specified as a requirement for graduation. Detailed information as to how, how much, and of whom practice teaching was required is lacking. It would seem that certain advanced students were called upon to teach classes, either in the Preparatory Department (organized for students whose scholastic attainments did not qualify them for full entrance to the regular curricula) or in the Elementary Course. A somewhat obscure reference to this policy is found in the catalogs for 1878, 1879, and 1880. "During the past two years, students have been called upon to teach classes for a term or more and thus far there has been no difficulty in getting this work well done." This statement is followed each year by a list of students reported to have been thus employed, eight names in all, and all but one of them names of later graduates of either the Didactic or of the Scientific Course. Not all such graduates, however, are named in these lists. The policy of using classes in the Preparatory Department for practice teaching purposes continued for another twenty-five years.

The Model School, 1883-1886

Principal Gilchrist in his second biennial report to the Board of Directors (November, 1879), said:

The present mode of illustrating systems and methods has been measurably successful, but we are conscious of the greater advantages that would arise from a good model school which would be a school of observation in which full and detailed processes would be exemplified. This is one of the pressing needs.

No action was taken by the Board upon this recommendation at this time, probably for reasons of lack of funds and lack of space. It is evident, however, that the Board finally became favorably disposed toward the proposal, since the plans for the new building, erected in 1882, included "a large and beautiful room" for the Model School. By formal action in March, 1883, the Board authorized the announcement that such a school was to be established. According to this announcement, the school was to be one "of observation rather than of practice, yet the students will do a considerable amount of the class-work."

Difficulties were encountered in the efforts to carry out the plans for the Model School. Gilchrist was unable during the spring and summer to find anyone measuring up to his properly high standards who would accept the terms set by the Board—"a salary of \$750 and perquisites of room, heat and light," and there was no immediately evident source of patronage for such a school. The Normal School still consisted at that time of a lone little group of buildings on a hilltop distant by more than half a mile from any other habitation, and surrounded on all sides by fields and meadows.

The fall term of 1883 opened without either a teacher or pupils for the Model School. The problem of patronage however was settled in the October meeting of the Board when a proposition was received from the Board of Directors of Rural Independent School District No. 5 of Cedar Falls Township, whose one-room school building then stood just across from the southeast corner of the campus, for the transfer of the pupils and certain funds under their control "for the organization and maintenance of a Model School Department under the supervision of the Principal of the Iowa State Normal School." This proposition was accepted by the Board and Gilchrist was authorized to proceed to select a teacher on the same terms as those previously offered. The admission of pupils in addition to those from District No. 5 was authorized and tuition for such pupils was fixed at 20c per week. The services of Ella Miller of Minneapolis were soon thereafter secured for this position and the Model School began its work.

In the next catalog, the Model School was described as one "exhibiting the

best methods of teaching, discipline and classification, and providing Normal students with an opportunity to make observations and do part of the teaching." An intention to expand it to include four levels—"the High, the Grammar, the Intermediate, and the Primary" was stated, but the complete realization of this hope was never accomplished in the Model School. That the School did not lack patronage is shown by the fact that for the academic year, 1883-84, 27 boys and 25 girls, 52 in all, were reported as being enrolled in the School, including the pupils in the Preparatory Department in addition to those from District No. 5 and other elementary tuition pupils. The reports of the Treasurer of the Normal School for 1883-84 show the receipt from District No. 5 of the sum of \$232.50 for the instruction of their pupils. Cora E. Lewis of Chicago was elected teacher of the Model School for 1884-85 at the same salary as that of 1883-84, but with the added restriction imposed by the Board that "The Teacher of the Model School shall not be a member of the Faculty." In July, 1885, the employment of a new teacher for the Model School was authorized, but the salary was reduced to \$700 a year.

The results of two years of work in the Model School were summarized by Principal Gilchrist in his fifth biennial report in 1885:

Whatever could be done with this school under the conditions has been done. Advanced students teach classes from this department under the guidance of the teacher and the principal and thus receive practical training in their art. But we do not depend on the model school alone for the opportunity to train students how to teach. Practice classes are formed from the Normal students themselves, giving very excellent results. The regular students of the Normal are employed as occasion may offer to afford training in the advanced parts of the common school studies.

With the opening of the year, 1885-86, the Model School entered upon the last phase of its existence in the Iowa State Normal School. For reasons not now apparent, its continuance became one of the questions of difference between the Principal and the Board. In December, 1885, the employment of Lillian Bartlett of Des Moines as a teacher for the Model School was reported with the salary still further reduced to \$600. At the same time a resolution was agreed to to the effect that "no pupils outside of District No. 5 should be permitted to attend the Model School without the approval of the Board of Directors of said district." In a meeting in March, 1886, the Minutes of the Board of Directors of the Normal School show the adoption of resolutions accepting the resignation of Miss Bartlett "of her own volition", and authorizing the Principal "to continue the Model School during the spring term of 1886, *provided it could be done without expense to the State.*" Wright in his brief sketch of the early history of the Training School says of Miss Bartlett, "She resigned, pronouncing the work she was attempting to do a farce." This was the end of the Model School at Cedar Falls.

The Training School, 1892-1928

For the next six years (1886-1892), the Iowa State Normal School depended entirely upon the preparatory classes for such opportunity for practice teaching as was offered. Principal Seerley favored the provision of special facilities for experience in the art of teaching, but he found himself confronted by a negative mind-set toward this question on the part of both the Board and the faculty. With characteristic care, he proceeded slowly toward the re-establishment of such facilities. In the spring of 1888, a new man was elected superintendent of schools in Cedar Falls, and Seerley sounded him out in advance of his coming here as to his attitude toward a possible affiliation of the Cedar Falls school system with the Normal School in establishment of a *training school*. Nothing came of this particular inquiry, but it is significant as showing that Seerley was already doing some constructive thinking along this line.

The question of the establishment of a training school was discussed informally from time to time with the Board of Directors of the Normal School with the result that in the fall of 1891 President Seerley was officially requested to visit the state normal schools at Normal, Illinois, and Terre Haute, Indiana, in order to study and report upon their training school systems. In this report, he said, "A training school is a necessity and ought to be organized this year . . . arranged so that the [student] teachers have opportunity to observe superior work in an actual school, and some training ought to be given."

During the years following the abolition of the Model School, District No. 5 had resumed the operation of its one-room school across from the campus. The directors of this district now welcomed the chance again to become affiliated with the Normal School, and in March, 1892, they offered to pay the sum of \$550 a year "toward the expenses of a Model School on condition that the children of the District be admitted and be used in forming such a school." This proposition was accepted by the Normal School Board. In June, it was decided to employ a "Model Teacher" at a salary of \$1,000 a year. The terminology here used is that of the Board Minutes, a carry-over from the Gilchrist era. Seerley consistently referred to this project as a *training school*. A subcommittee of the Board was appointed to select a "training teacher" at the meeting of the NEA at Saratoga, N. Y., during the summer, and their choice fell upon Alice C. King, a teacher with a background of both normal school training and normal school teaching experience. This position was at once recognized as entitling its holder to rank as a member of the faculty.

At the end of the academic year of 1892-93, President Seerley reported that "an efficient and successful training school" was in operation under the super-

vision of "an expert in teaching teachers how to teach." He predicted that this department would become a marked feature of the regular work of the Normal School and would "add more and more to the efficiency" of its professional work.

The abandonment of the Normal School boarding department in 1892 led at once to the building of a number of private rooming and boarding houses in the vicinity of the campus, and the opening of the Training School, offering opportunities close at hand for the elementary education of children, still further stimulated the growth of the Normal Hill village. By the opening of the school year of 1894, 110 pupils were enrolled in the Training School. Payments by District No. 5 for the education of their children increased from \$550 to \$650 and then to \$850 in successive years. With these amounts in addition to tuition payments for other pupils, the Training School became for a time not only self-supporting but a source of income to the institution.

ANNEXATION OF NORMAL HILL BY CEDAR FALLS, 1894. These developments on its southern outskirts led Cedar Falls to cast eyes of interest and desire upon the new village on the hill, and in the spring of 1894 a proposal was made to annex all that part of District No. 5 north of what is now Twenty-seventh Street to the city of Cedar Falls and thus to make it a part of the Cedar Falls school district. War ensued. Many of the people of the Normal Hill community opposed such a union because it would mean that they would have to join in the payment of taxes to meet the indebtedness already incurred for the water works, the city hall, and a new school building. Under the then existing law, the annexation of unincorporated territory contiguous to an incorporated city might be accomplished by the fixing of the proposed boundaries by the city council, the holding of an election and the affirmative vote of a majority of the electors in the enlarged area. In the heat of the controversy, it was even suggested that Normal Hill be separately incorporated in order to prevent Cedar Falls from accomplishing its purpose. This, however, was not seriously attempted. New boundaries extending as far south as Twenty-seventh Street were proposed by the City Council, an election was held, and, as was to have been expected, the preponderance of voters within the older limits of the city easily overwhelmed the relatively small number in the part of District No. 5 included in the expansion. Even after the election, appeal to the courts to test its legality was considered, but the legal advice obtained by the people of Normal Hill discouraged any such move, and the village reluctantly became a part of the municipality and of the school district of Cedar Falls.

CONTRACTS WITH CEDAR FALLS SCHOOL DISTRICT AND DISTRICT No. 5. In this controversy, the Normal School officially took no active part. There

was some fear expressed that this expansion might have an adverse effect upon the patronage of the Training School unless a new contract could be negotiated with the Cedar Falls School District. This was effected without difficulty. A contract was agreed to which made the Training School the elementary school for all the new area south of Eighteenth Street, a contract which has been continued, and extended to cover secondary education as well, down to the present time. The contract with District No. 5 was renewed for all elementary children living within the limits left to this district. Both these contracts have operated to the financial advantage of these districts and, it may be assumed, to the educational advantage as well.

EXPANSION OF THE TRAINING SCHOOL PROGRAM. The increase in the enrolment in the Training School consequent upon this new contract with Cedar Falls made it necessary to enlarge the staff by the addition of first one and later of two teachers. In December, 1896, Wilbur H. Bender, a graduate of the Iowa State Normal School in 1886 and later a successful administrator in Iowa, was chosen first as Supervisor of the Grammar Grades in the Training School, then as Superintendent of the Training School, and finally as head of the Department of Teaching in 1909. To Professor Bender more than to any other one person credit is due for the development of this phase of the teacher education program on this campus. In 1909, too, the program of the Training School was extended upward to include four years of standard secondary work. As noted previously, a Kindergarten had been added in 1900, and with the addition of high school work, the Training School came to comprise a complete system of elementary and secondary education. From a staff of three teachers and an enrolment of 123 pupils in 1896, the Training School grew to a staff of forty-one teachers and an enrolment of 395 pupils in 1928.

CREDIT FOR PRACTICE TEACHING. Immediately after the Training School was established as a part of the Normal School, practice teaching became a requirement for graduation from all regular curricula. It was some years, however, before the faculty could be induced to give recognition to this work on other than the "drill and practice" basis of the Gilchrist era. This struggle for what Bender and his associates considered only the just due of the work of students in the Training Department was in large part the cause of a division not only between practice and theory in the professional field of instruction on the campus, but between practice teaching and instruction in subject matter fields. By the time that full recognition for the work in practice teaching had been won, the lines of departmental demarcation had been so completely drawn between the Training School and the rest of the College as to create a serious institutional problem for many years.

Greatly improved relationships between the Department of Teaching, the Department of Education, and the subject matter departments have been developed in later years through cooperative undertakings in planning and procedure and through exchange of teaching personnel; but it has been suggested that further organizational unity of thought and action might be brought about by placing the Departments of Teaching and Education in a Division of Education, thus combining under one head all the work in theory and practice.

The Student-Teacher Controversy with Cedar Falls, 1918-1919

CAUSES AND EVENTS. The Training School plan had to weather one more serious storm before it was finally established as a permanent part of the structure of the Teachers College. The increase in the number of candidates for graduation had by 1912 come to exceed the facilities available for practice teaching in the Campus Training School. In order to meet the need for expansion of these facilities, arrangements were made with the Board of Directors of the Cedar Falls Independent School District for the admission of student teachers to practice in the lower grades of three of the elementary schools of the city under direct, personal supervision of critic teachers who were members of the college faculty and who were paid jointly by the College and the District.

In 1917, a group of citizens of Cedar Falls began agitation against this policy, and the question was made an issue in the school elections in March, 1918 and 1919. The principal charges made by the opponents were that the system subjected the pupils to "harmful experimentation" by untrained persons, that it was "conducive to laxity in discipline," that the student teachers were not qualified to teach since they did not hold certificates and were not under contract with the district, and that the local board of school directors had been made "subservient to the College." These issues were argued at great length and with considerable asperity in public meetings, through articles and paid advertisements in the public press, and through privately published circulars. In the March, 1918, election, the two "anti-practice-teaching" candidates for the school board were elected by a small majority. All through the school year of 1918-19, the fight was kept up, growing more bitter all the time. A final decision was made in the school election in March, 1919, when more than 1,200 ballots were cast and the opposition candidate was elected by a majority of 28 votes. The two remaining members of the school board who had supported the arrangement with the college immediately resigned, and their places were filled by appointment of persons in accord with the sentiments of the other three. The

student teachers and supervisors were at once withdrawn, and there has been no practice teaching in the Cedar Falls public schools since that time.

COURT DECISIONS. Before the school election in March, 1918, action had been brought by one of the leaders of the opposition for a writ of mandamus from the District Court, ordering the Cedar Falls school board to exclude the student teachers from their schools, and for an injunction restricting the county superintendent of Black Hawk County from issuing provisional teachers certificates to such student teachers. The trial court held that this plan of practice teaching was illegal and that the conducting of a school of pedagogy in public schools was an unlawful use of the public school buildings and property. The court therefore ordered the issuance of the writ of mandamus and the injunction.

While there was still a majority of the Cedar Falls school board in favor of continuing the practice teaching policy, an appeal from this decision was taken to the Iowa Supreme Court. In September, 1919, the higher court reversed the decree of the lower court and dissolved the injunction, holding that:

1) Students of a state normal school which had contracted with a school district for instruction of its pupils may teach under supervision in the public schools of such district without compensation and are not required to have teachers certificates;

2) School directors who permitted students of a state normal school to do practice teaching in the public schools under supervision and without compensation did not abuse their authority by permitting the conducting of a school of pedagogy in a public school building; and

3) A court of equity will not enjoin school directors from paying school funds to teachers spending part of their time in supervising such practice teaching.

RESULTS OF THE CONTROVERSY. The question of the legality of practice teaching in public schools in Iowa was settled finally by the enactment of a statute in 1919, providing that the board of directors of any school district may contract with the State Board of Education for the instruction of their pupils and for "training teachers in such lines of demonstration and instruction as are deemed necessary for the efficiency of the Iowa State Teachers College, the State University of Iowa, and the College of Agriculture and Mechanic Arts as training schools for teachers."

The enactment of this law was, however, only one of the results of the student-teacher controversy in Cedar Falls. Arrangements were made before

the opening of the school year of 1919-20 for practice teaching in the East Waterloo schools. The policy of affiliation for practice teaching purposes with school systems outside of Cedar Falls has brought the College at one time or another into relationships with both East and West Waterloo, Cherokee, Mason City, Shenandoah, Jesup, and Hudson, in addition to a number of districts designated for cooperation in the rural education program to be discussed later.

Evaluation of the Training School System

The *Training School* was in its essence a formal school, in which the attempt was made to mold the thinking and planning of the student-teacher to conformity with the five formal steps of the Herbartian pattern. Stress was laid upon the preparation of daily written lesson plans, in which in parallel columns were set down "the teacher's aim," "the pupil's aim," and all the details of procedure to these ends, and to which the strictest adherence in the classroom was required. Under the supervision of a master teacher with both understanding and insight, this system was sometimes exceedingly effective. In less competent hands, it often served to defeat its own purpose. "Trained teachers" did, however, emerge from this process, and, despite the scorn heaped upon this system by the "teachers-are-born-not-made" protagonists, these "trained teachers" who were its products went out into the public schools and not only *taught* but helped boys and girls to *learn*.

The Laboratory School

CHANGES IN NAME. The term *training school* continued to be used in connection with the student-teacher phase of this educational program of the College until after the close of the administration of President Seerley in 1928. It was due to the suggestion and influence of Dr. Eva May Luse, Director of Teaching from 1918 to 1939, that this term was ultimately changed. Not, however, until 1944 was the name of the building changed in the catalog from *Training School* to *Campus School*, and not until 1949 was the name *Campus Laboratory School* officially used to designate this building: although both of these terms had been used unofficially at earlier dates.

CHANGES IN PHILOSOPHY. This change in terminology has been accompanied by a much more significant change in educational philosophy with relation to provision for experience in the art of teaching. The term *laboratory* involves the concept of the experimental approach to the solution of a problem. The Laboratory School of today on the Iowa State Teachers College campus is, and is to be, an experimental school in spirit and in practice. Another concept derived from the term *laboratory* is that of the laboratory

method with its slogan, "Learn to do by doing," a method which did not become the mode even in science teaching until well along into the fourth quarter of the nineteenth century. The laboratory method was taken over by the normal schools in their teacher training programs, with the emphasis upon the *doing*. The spirit of the laboratory school today might be suggested by, "Learn to do by experimenting;" that is, by testing with the co-operation of children in actual classroom situations the validity and feasibility of educational procedures selected in terms of their value to the pupil and the student teacher.

The actual laboratory schools are merely centers for the students' experiences in becoming teachers. The real laboratories extend out into the communities and the homes from which the children come, and include so far as possible opportunities for experience with all the agencies and activities which contribute to the education of the children.

INCREASE IN SIZE OF STAFF. For the efficient operation of such a plan as this, a large staff is essential. All the members of the Department of Teaching are related either instructionally or administratively to the laboratory schools on campus or elsewhere. In 1950-51, one hundred two persons, sixty-eight of whom were in the Campus School and thirty-four in the affiliated schools, comprised this staff. The number of pupils enrolled in these schools was 1,126, of whom 731 were in the Campus School.

Housing of the Model School and Its Successors

The *Model School* was housed in the "large and beautiful room" planned for it in what is now Gilchrist Hall. The *Training School* was never well housed during its first twenty years, being accommodated in various rooms on various floors of Gilchrist and Central Halls. Special provision was made for the Kindergarten and Primary grades in the basement of the Auditorium Building in 1900, as is still attested by the low risers of the stairs at the north end of this building. The erection of the *Training School* building in 1912 dignified this essential part of the college program by giving it the separate, though inadequately designed, quarters which it has occupied since that date. There is now under construction a new home for the *Laboratory School*, planned on a scale commensurate with the important place which experience in the art of teaching holds in the teacher education program.

* * *

The idea that provision should be made for experience in the art of teaching has taken three forms of expression in the evolution of the educational

program of the Iowa State Normal School and the Iowa State Teachers College: the Model School, the Training School, and the Laboratory School.

The first form was that of the Model School, so-called because it was designed to furnish opportunity for the observation of superior teaching, organization, management and discipline. Practice by the students was incidental. In its second form, the Training School, practice teaching became the essential feature. Observation, while still a part of the program, was here incidental. The third stage in the evolution of this idea on the Teachers College campus is still in the process of development. In common with its predecessors, the Laboratory School offers to the student-teacher opportunities for the observation of superior teaching and for practice teaching under supervision, but it is also concerned with providing opportunities for observing the processes of learning and for experimenting in the adjustment of the educational machinery to the needs of children on all levels of ability.

PART III — RURAL EDUCATION

Special attention should be paid in a state teacher education institution to the preparation of teachers for the rural schools of the state.

Iowa is rooted in the rural tradition. It was the lure of the land that led to the founding of Iowa. In all its history the land and its products have been the main sources of the wealth of Iowa. Most of its towns and cities exist only because they serve the farms. Until comparatively recent years, a majority of the children of Iowa came from farm homes and received their elementary education in the traditional one-room rural school. Almost two thirds of the students of the Iowa State Normal School down to 1885 are reported as coming from farm homes. Fifty years ago more than half of the children and more than half of the teachers of Iowa were in the one-room schools. Even as late as thirty years ago, the number of teachers in these schools constituted 40 per cent of the entire public school teaching personnel of the state, and today this number is still in excess of 20 per cent of the whole. Under such conditions, a state teacher education institution could not well ignore its obligation for the training of teachers for these schools.

Rural Education Under Gilchrist

The first service of the Iowa State Normal School to rural education was incidental rather than planned. Principal Gilchrist reported in 1885 that 92 per cent of the Normal School students taught school after leaving the institution, and that less than 10 per cent of these were graduates. Of the non-graduates, whose service was for the most part in the rural schools, Gilchrist said:

It is evident that the greater benefit of the state from the School is obtained from the non-graduates. . . . There are nine times as many of them, and if by limited attendance each one were made better qualified to some degree, the limited preparation of the many would in the aggregate exceed the extended preparation of the few.

Sabin's Report on Rural Schools, 1897

Graded schools, with individual teachers for children on different educational levels, were first established in Iowa in the 1850's. By 1876, this pattern of school organization had become almost universal in urban centers. This graded system served to create an ever widening breach between the opportunities for education available to children in the towns and in the country. It was not, though, until 1895 that the existence of a rural school problem was given formal recognition in educational circles.

In that year, at the instance of Henry Sabin, then Superintendent of Public Instruction in Iowa, the National Education Association appointed a Committee on Rural Schools, of which Sabin was made chairman. The report of this committee, published in 1897, is an outstanding contribution to educational thought and set goals for rural education that have not even yet been fully reached in Iowa. The committee made a series of recommendations, among which the following fell directly within the province of this institution: 1) better professional and subject-matter training for rural teachers, 2) summer sessions for teachers in service, 3) provision for intelligent supervision of rural schools, and 4) extension service for teachers and patrons of rural schools.

The Iowa State Normal School responded to these recommendations by opening its first summer session in 1897. Increased emphasis was thereafter placed on courses designed to prepare students to pass the county teachers examinations, particularly after the passage of the Uniform County Certificate Act in 1906.

Influential Factors Before 1913

TREWIN'S CHALLENGE. The defeat in 1912 of the proposal of the State Board of Education to restrict the efforts of the Iowa State Teachers College solely to the preparation of elementary teachers led James H. Trewin, then President of the Board, to direct to President Seerley a series of caustic criticisms of the policy and practice of the College, in which he repeated the charge of the Whipple Committee that the institution was exceeding its proper function in its desire to prepare teachers for the high schools of the state, and in particular that it was failing to meet the need for service, where service was most needed, in the preparation of teachers for the rural schools. President Seerley responded to this challenge a short time after the Trewin attack, by presenting to the State Board of Education recommendations for the establishment of departments of Rural Education and of Extension Service.

BETTER IOWA SCHOOLS COMMISSION. The state legislature was at this same time attacking the problem of educational inequality for country children by enacting the laws recommended by the Better Iowa Schools Commission, among them those encouraging the consolidation of rural schools and increasing the minimum requirements for teacher certification. It was obvious, however, that none (nor all) of these measures could possibly serve immediately to close the gap in educational opportunity between the rural and the urban children of the state. In the meantime, it was possible for the Teachers College to make a marked contribution to the improvement of rural school conditions in Iowa through a combined program of pre-service and in-service education of rural teachers.

Department of Rural Education, 1915

The Department of Rural Education was organized in 1915 under the leadership of Macy Campbell, one of Iowa's most outstanding educational figures. This department was continued for several years after Campbell's death, when it was merged with the Department of Education, where it soon lost all separate identity. On this campus, rural education, as such, then drifted into the doldrums, from whence it emerged for a time ten years later. There are those who insist that these fluctuations in stress upon rural education in the Teachers College are more apparent than real. That they are apparent, at least, is shown by certain indisputable facts.

RURAL EDUCATION CURRICULA. The work of the Department of Rural Education was organized first on the basis of a one-year subcollegiate curriculum leading to the granting of the equivalent of a first grade uniform county teachers certificate. Later this curriculum was lengthened to four terms. In 1916, an Advanced Course in Rural Education was established on a par with the other two-year diploma curricula. Through the influence of President Seerley as a member of the State Board of Educational Examiners, the graduates of the four-term Elementary Rural Teachers Course and students who completed the first year of the Advanced Course were granted Special Rural Teachers State Certificates, valid for five years. Between 1913 and 1917, the rural education teaching staff increased to five regular and three associate members and eighteen critic teachers in affiliated rural schools. In 1915-16, 1,109 students were enrolled in rural education classes on the campus.

DEMONSTRATION SCHOOLS. Facilities for the observation and study of conditions and problems in rural education through direct contact with typical Iowa rural schools and for practice teaching under supervision in such schools were afforded by the affiliation with the College of schools in nine rural inde-

pendent districts, three rural school district townships (including twenty-two subdistrict schools), and two consolidated districts, one in the open country and one centered in a village. This aggregation of schools included all types of legal organization for public education in rural Iowa.

For each of the one-room schools in rural independent districts, a teacher was selected by agreement between the College and the district, the College making a token payment on the teacher's salary. These schools were not designed to become model schools, conducted and equipped by the College, but rather to become Demonstration Schools, showing what aroused and interested rural communities could accomplish for themselves under the inspiration and leadership of a good teacher. In the case of each of the district townships, a head teacher was jointly selected to have charge of a Demonstration School in the township and to supervise the work of the other schools of the township through visitation and through Saturday teachers meetings. Each of the other teachers received from the township board an extra day's pay for attendance at each such meeting. The consolidated schools supplied opportunity to study the problems of graded school organization and administration, of transportation, and of community relationships inherent in this type of school. In general, these affiliated rural schools served as laboratories for the study of the problems of rural education in Iowa, in addition to service as centers for teacher training.

THE IOWA CLUB. The Iowa Club, a voluntary organization of rural education students on the campus, fostered a number of studies of Iowa social and economic problems, in the solution of which the country schools might assume initiative and direction. These studies were chiefly concerned with the relationships of certain factors to permanent rural prosperity in Iowa, such as: 1) size and number of farms, 2) tenant and owner management of farms, 3) gain or loss in farm population, 4) crop yield and soil areas, 5) labor-saving devices and machinery on farms and in farm homes, 6) good roads and good schools, and 7) rural youth out of school. These studies were undertaken in order that the students participating in them might be prepared to bring the country schools which they were to teach into more direct relationship with country life and thus make them dynamic forces in community upbuilding.

EXPANSION OF RURAL EDUCATION OFFERINGS. The curricular offerings in rural education were greatly strengthened by the addition of majors in Normal Training High School Critic Work and in Consolidated School Education in 1917 and 1920. In the latter, particular stress was placed upon the training of superintendents for consolidated schools. A course in Con-

solidated School Administration, for example, was described in the catalog as covering:

An analysis of rural life problems and objectives as related to teaching and administration. A study of the needs of various types of schools, qualifications and training of teachers, classification and grading of pupils, transportation, school lunch, community center work, and a redirected course of study.

The work of this course was, in part, carried on in the affiliated consolidated schools.

Rural Education in the Doldrums

The faculty of the Iowa State Teachers College had never been a unit in supporting the policy of special emphasis on rural education, and with the removal of its two chief proponents, Homer Seerley and Macy Campbell, this phase of the program rapidly lost ground. President Latham took the position that there was no such thing as rural education apart from education as a whole, and in this he was supported by other members of the administrative and instructional staffs. In consequence, by 1932, courses in rural education ceased to be separately listed in the catalog and were successively eliminated until only one, Rural School Management, which was required by law, remained. The Department of Rural Education was abolished, its membership was absorbed by the Department of Education and was ultimately reduced in number to one associate professor of rural education. The two-year rural teachers curriculum was abandoned, and, although the one-year rural curriculum continued to be listed in the catalog, the students who completed it ceased to be considered graduates and no separate accounting was made of the number enrolled upon it. By 1940, the education of rural teachers, in the restricted sense of the term, had ceased to be a point of policy of the Iowa State Teachers College.

Four-Quarter Rural Program, 1943

Under the leadership of President Price, and as a part of a policy of increased emphasis upon the preparation of teachers for the elementary schools, a renewal of interest in rural education became manifest. In 1943, the second year of the rural teachers diploma curriculum was restored, and a fourth quarter of apprentice teaching was added to the one-year rural curriculum. A director of the apprentice teaching program was appointed from the staff of the Department of Teaching and a new member was added to the Department of Education selected on the basis of special graduate work and experience in rural education.

Following the White House Conference on Rural Education, held in Washington, D. C., in 1944, a bulletin on *Rural Education in Iowa* was published jointly by the Iowa State Teachers College and the National Education Association. This bulletin contained a detailed description of the four-quarter rural-teacher program. Applicants for enrolment on this program were nominated by county superintendents for approval by the college. During one quarter of the work on the campus, the students were given opportunities for observation and participation in the activities of one of the college's reactivated demonstration schools. This was followed by one quarter of full time apprentice teaching in a rural school in the student's home county under the immediate supervision of an experienced senior teacher, selected jointly by the county superintendent and the college director of apprentice teaching. During this quarter, also, the apprentice teacher received assistance from specialists in rural education, called consulting teachers, who were sent out at intervals from the College.

This four-quarter curriculum was planned as an intermediate and temporary step toward higher standards of education for rural teaching in the state. The new certificate legislation enacted in 1945 provided that by 1948 the minimum standard for certification should be one full year of college work. By the time this standard was reached, the four-quarter program had been abandoned.

Major in Rural School Supervision

In addition to the enactment of a new certificate law, the General Assembly in 1945 also passed a new county school administration act making provision for the employment of rural school supervisors as assistants to the county superintendents. To meet the need for the special education of such supervisors, the Teachers College faculty set up a new major in Rural School Supervision to become available in 1949. At present, the work of this major is of necessity conducted on the undergraduate level. With the expansion of the program of the institution to include work for the Master's degree, it should be possible for the College to become a center for graduate work, not only in rural school supervision but in other lines of elementary school supervision as well.

Leadership in Rural Education

A revival of general interest in school district reorganization in Iowa, which has been both a cause and a result of new legislation, has led recently to the addition of a second member to the rural education staff of the College. The time of one of these specialists in rural education has been for the most part

devoted to consultative service to county and local boards of education in connection with the organization of studies and surveys preliminary to proposals for district reorganization. The College is thus enabled to supply to the people of the state a type of leadership eminently appropriate for a state teacher education institution.

Redefinition of the Term Rural Education

The number of one-room rural schools in Iowa has been decreasing for a number of years at the rate of from two to three hundred a year. There are now considerably less than half as many such schools as there were in the state when the rural education problem first began to assert itself. It seems now probable that in the near future the advantages of education in graded systems of schools will have become available to all but a relatively small fraction of the boys and girls whose homes are in the open country. This consideration, with others, has led to a redefinition of the term rural education in the Teachers College. According to this redefinition, all elementary and secondary educational systems which directly serve the farm children of Iowa are recognized as *rural*. Since the children in rural areas are in no essential respects different from those in urban areas, and since an understanding of conditions affecting rural life is essential to success in teaching in the great majority of the public schools of Iowa which lie outside the few metropolitan areas of the state, the present curricula for the education of elementary teachers are planned to serve in the fullest measure possible the interests of all elementary pupils.

* * *

The history of rural education in the Iowa State Teachers College exemplifies the conflict of ideas characteristic of democratic procedure. Both the proponents and the opponents of curricular provisions for the specific purpose of training teachers for the one-room schools have been equally actuated by the desire to make the service of the institution of the highest possible value to the state. The proponents have insisted that the College should operate, in part, upon the level of actual need in teacher preparation, even though this service must be conditioned by the low standards of certification and the outmoded type of district organization unfortunately still characteristic of Iowa. They have endeavored to justify their position in terms of service to those boys and girls whose opportunity for elementary education is still limited to that obtainable in the one-teacher school.

The opponents of rural education as a separate point of policy in the College have taken the position that no system of teacher education could be effective in preparation for work under the impossible conditions inherent in

the one-teacher system, that efforts to this end tend unduly to lengthen the span of life of an undesirable feature of the present day program of public education, and that the College, instead of compromising to an indefensible degree with its ideals, should by its program set goals toward which the state must inevitably move, and should provide its share of leadership toward these ends.

This question may, insofar as its general curricular implications are concerned, by now have ceased to be a pertinent one; but, historically at least, the effort to give special attention to the preparation of teachers for the rural schools of the state has for more than forty years occupied a significant place in the educational program of the Iowa State Teachers College.

PART IV — EXTENSION SERVICE

A program of in-service education should be organized and maintained in a state teacher education institution and should be extended as widely as possible to the teachers of the state, both as a means of improvement of instruction in the public schools and of vitalization of instruction on the campus.

Origins of Extension Service in the Iowa State Teachers College

The idea that a state teacher education institution has an obligation of service to the state beyond that met by a pre-service training program was suggested, by implication at least, by Liberty Hyde Bailey, of Cornell University, N. Y., who, in the report of Sabin's Committee on Rural Schools, expressed the belief that among "the most efficient means of elevating the ideals and practices of the rural communities" was "the sending out of lecturers or teachers as investigators of special local difficulties or as itinerant instructors in normal schools and before teachers' institutes." Bailey was here thinking of extension service to rural communities and *to* normal schools. Others, prominent among them Homer Seerley, began to think of such service to rural communities *by* normal schools.

As early as December, 1908, President Seerley reported to his Board of Trustees that

The growing demands for service of [members of the faculty] before the teachers' associations and meetings, institutes, farmers' institutes, men's clubs, women's literary clubs, etc. . . . are drawing more and more upon the strength and time of the best platform speakers of the Faculty. . . . Most of the work is a gratuity and is a kind of school extension that does something to keep the people acquainted with the Normal School. If the present plan is to be augmented in the future, there must be some plan of having some special members to either do this work or to substitute for teachers when absent.

Seerley himself was thoroughly familiar with this type of "school extension" through many years of experience on the educational platform, but in this report for the first time he suggested that the Board take cognizance of such service as a desirable feature of institutional policy in developing public relations as well as in extending its educational influence. Nothing happened as a result of this suggestion until late in 1911 when a faculty committee was appointed "to collect notions and report suggestions for plans for publicity or extension work within the scope of the Teachers College." This committee submitted to the faculty a questionnaire relating to recruitment, publicity, plans for keeping in touch with former students and graduates, and *extension and correspondence work*. With regard to the last-named item, the committee recommended that "a standing committee be appointed to organize and direct extension work, consisting of lectures, concerts, etc., to be offered to institutes, teachers' meetings, clubs, farmers' institutes, etc." Such a committee was set up and a bulletin announcing topics of lectures and other types of service was prepared and distributed. It would seem evident from this that the Faculty had as yet only a limited vision of the possibilities of extension service.

One of the first Normal Schools to attempt the organization of extension work specifically for teachers was the Western State Normal School at Macomb, Illinois. Here what were called "Study Centers" were organized for teachers in a few near-by towns. Seerley examined this project carefully, but with characteristic conservatism he reserved final judgment until he might be more fully assured of its efficiency and permanence. When the Macomb program ended after a comparatively short period of experimentation, his suspension of judgment seemed well founded. He had not, however, dismissed the matter from his mind, as is shown by a passage from his book, "The Country School," published in 1913, in which he advocated the organization of a plan for training teachers in service through "local institutes, teachers' meetings, or reading circles, conducted by experts, where the continued study of the teachers could be guided, improved and encouraged." Here plainly is the germ of the study center idea later to be developed under his direction.

Organization of Extension Service, 1913

It has already been noted that a plan for the organization of extension service had been included in President Seerley's reply to the Trewin challenge. As soon as the State Board of Education had given its approval to this recommendation, preparations were made to enter this new field of service. Coincident with the initiation of these plans, there were several other developments in Iowa which made the idea of extension service for teachers much more possible

of realization. The new type of teachers' institute with its change of emphasis from instruction to inspiration had brought home to county superintendents an increased sense of the lamentable and ever-present need of teachers in service for more direct help in improving their methods of instruction. Some county superintendents endeavored to meet this need by the organization of township teachers' study clubs, but since both financial resources and educational leadership were lacking in the counties, this effort proved unproductive of satisfactory results. The need for outside help was woefully apparent.

Early in the spring of 1913, several of the county superintendents in north-eastern Iowa, who were searching for solutions to this and other problems of rural education, met by agreement among themselves at Cedar Falls and formed the North Central Iowa Country School Association. After consultation with President Seerley, arrangements were made for a meeting of the new organization on the College campus. Three hundred forty-one rural teachers and county superintendents from ten counties were present for this meeting in October, 1913. In the opening address on this occasion, President Seerley announced for the first time publicly that the Teachers College was prepared to give assistance to county superintendents by the organization of what he called "study centers." He referred those interested in learning further details of the plan to Dr. C. P. Colegrove, Head of the Department of Education, who had been made chairman of a new faculty committee on extension work. This announcement came to some of the eager county superintendents almost like an answer to prayer, and in conferences following this address preliminary arrangements were made for the organization of study centers, the first of which was held in December, 1913. Before the end of this college year, the Extension Division was organized with Dr. Colegrove as Director. After the resignation of Dr. Colegrove in 1915, a full-time director was appointed for this service.

Study Centers, 1913-1931

Study Centers, the first form of extension service offered by the Teachers College, were continued for eighteen years, during which time a notable record was made in the area covered by these meetings and in the number of teachers enrolled. Beginning in 1913-14 with 8 counties and a net enrolment of 875 teachers, within four years the number of counties had increased to 99 and the net enrolment to 15,245. In other words, by 1916-17, the study center movement had covered the entire state. In this year, 570 meetings were held, staffed by 118 instructors, with an average attendance of 47. From this year on to the close of the Seerley administration, this statewide service continued with minor variations in the numbers involved. Attention was thereafter

centered upon quality of service rather than upon quantity. No particular effort was made to organize study centers in counties where there was little or no leadership in the office of county superintendent. This reduced the average number of counties reached annually to 92. At the same time, the number of study center meetings was reduced to around 250 a year, with a consequent increase in average attendance to 90 per meeting. Study centers were held on Saturdays at times and places agreed upon between the Director of Extension and the county superintendents, from two to six meetings being held in a county each year. In character they resembled one-day institutes with emphasis upon methods of teaching school subjects. The plan followed at first of adapting the work of the study centers to the needs of teachers in the rural schools only was of necessity abandoned as more and more county and local superintendents requested the admission to these meetings of teachers in the elementary grades and high schools. As a result of compliance with this demand, the typical study center came to be organized into three or even four sections, each one consisting of a group of teachers with common interests. At the height of this movement, the composition of the total annual enrolment in study centers was approximately 7 per cent high school teachers, 29 per cent graded school teachers, and 64 per cent rural teachers.

This form of extension service was at first carried on by volunteers from the college faculty who offered their services without even a positive guarantee of the payment of the expenses involved. Ultimately most of the counties served in the first two years paid the amount of these expenses, and the balance was met by payments authorized by the State Board of Education. After 1915, each instructor assigned to a study center meeting received a per diem salary in addition to expenses, and the entire cost of administrative and field service was assumed by the state from an appropriation of \$19,500 annually made for this purpose. The support fund for extension service was progressively increased until from 1921 to 1927 it amounted to \$49,750 a year. Special appropriations for the support of extension service continued to be made until 1931, since which time the service has been supported by allocation from the general institutional budget. The amounts so allocated have ranged from \$22,000 in 1934-35 to \$71,000 in 1950-51.

It became evident soon after the beginning of the administration of President Latham that the study center movement was nearing its end. During the biennium beginning in 1929, the number of such meetings was reduced by one half, and after 1931 they were discontinued entirely. Among the reasons given for the decision to eliminate this form of service were: 1) the allegation that the term "study center" was a misnomer, since usually no actual study either preceded or followed these meetings; 2) the lack of continuity in the work of

the study centers, resulting in the scattering of the efforts for the improvement of instruction over the whole area of public school work; and 3) the feeling that the study center assignments made demands upon the time and energy of the participating members of the faculty to the point of lessening their efficiency in campus instruction. For the next few years the amounts allocated for extension purposes were designed only to pay the salaries of the members of the permanent extension staff and the expenses of the field service rendered by them.

It is difficult positively to evaluate the service of the study centers. Their continued acceptability to teachers and school administrators over so long a period as eighteen years would seem to attest their value. Certainly in the hands of county superintendents who exercised discriminative judgment in their selection of study center plans and who were willing themselves to follow up the suggestions made in these meetings, the results were unquestionably good. In general it may safely be said that many teachers went back to their classrooms on the Monday mornings following these study centers both better equipped and better motivated for their work. Further evidence of the value of these study centers is found in the fact that at this time, twenty years after the suspension of this form of service, there are continued requests for workers in Saturday meetings, even though the county superintendents have to pay both the salaries and the other expenses involved.

Extension Class Work

From the beginning of the study center movement, interest was manifested in credit for extension work. This led to the organization of a program of extension class work as early as 1915. In 1917, this form of service became a significant point of extension policy, and an associate director of extension service was appointed to take charge of this work. Thirty-three such classes were organized in 1917-18 and the number was increased to fifty-eight in 1921-22, in which 1,304 students were enrolled and 1,000 completed the work for credit. At first all such instruction was given by members of the campus faculty, but as the demand increased additional instructors were appointed from outside the institution, chiefly selected from other colleges or junior colleges. In the early years, a merely nominal fee was charged for extension class work; later the fee was increased to \$6 a quarter hour. The proceeds of these fees are applied to the payment of the salaries and expenses incident to the service.

The time requirements for a five-hour course were first set at thirty clock hours, with proportionately shorter periods for the two- and three-hour courses. When, however, it was discovered that the University of Chicago

had allowed only half credit for such a course, the time requirements were advanced to fifty clock hours for a five-hour course. Thereafter, so far as is known, extension class credits from the Teachers College were accepted without question by other standard colleges.

Admission to extension classes was at first granted to any teacher in service, but credit was awarded only to those who fully complied with the requirements for admission to similar courses on the campus. Later, admission to these classes was restricted to regular or special students, the latter group consisting of teachers, twenty-one years of age or over, by whom credit might ultimately be obtained by satisfying the regular requirements.

As the amount of college training possessed by the rank and file of elementary teachers in Iowa increased, it became more and more difficult to obtain sufficient numbers of teachers interested and qualified for enrolment in particular courses to justify the organization of extension classes. The use of outside instructors for this work was abandoned by executive order, the assignment of this work to campus instructors was discouraged, and the admission of special students was eliminated, with the result that this type of service practically ceased. After 1931, the number of such classes rarely exceeded one or two a year. The office of associate director was abolished, and extension class work became largely a matter of past history. Recent changes in certificate requirements in the state and a recommendation of a survey conducted by representatives of the American Association of Colleges for Teacher Education in 1951 have once more raised the question of the advisability of reorganizing this type of service.

Correspondence Study Service

Until 1920, provision for the earning of credit by off-campus students of the Teachers College, not enrolled for extension class work, was afforded by a few departments of instruction under the name of "Work in Absentia." As there was no centralization of control or direction of this work, certain alleged abuses arose involving the lowering of standards of credit. It was therefore decided by the faculty to place the direction of this work in the hands of the Extension Division, assisted by a faculty committee on extension credit work. This committee was charged with responsibility for approving the list of courses to be offered for credit by correspondence and in extension classes, and of recommending to the faculty regulations governing these services. It became thus possible to raise the standards of the work offered in such courses and to increase their value to the students.

In the matter of admission to correspondence work, it has from the beginning been the policy of the College to try to limit it to continuation study

for teachers who had been compelled temporarily to discontinue their work on the campus. To this end, and as a further assurance of maintaining the highest reasonable standards, registration for correspondence work has been restricted to those who have completed a full year of college work. This standard is believed to be unique among educational institutions in the entire country. Exceptions to this standard were authorized for a time during the period of teacher shortage in the 1940's when teachers in service, who were required by regulations to earn college credit for the validation or renewal of certificates, were allowed to take correspondence work without having achieved sophomore classification.

A uniform fee, at first \$3 and later \$4 a quarter hour, has been charged all correspondence students, from the proceeds of which each correspondence instructor receives a stated amount. The receipts from correspondence fees have uniformly exceeded the cost of instruction. Since 1934, correspondence work has been self-supporting, the salaries of the clerical workers involved in this service and the cost of supplies having been paid from this balance.

Consultative Service

Consultative Service, in point of time the third form of extension service offered by the Iowa State Teachers College, had its origin in 1916 in a Macedonian appeal for help from an earnest, but somewhat baffled, public school superintendent who was struggling with the reading problem in his schools. A specialist in reading from the campus school staff was sent to his assistance. She made a careful survey and study of the reading program in the school system, did some illustrative teaching herself, and met teachers, principals, and superintendent in after-school conferences, in which constructive criticism was offered and desirable changes in plans and procedure were suggested. The report of this work was so satisfactory as to commend it for consideration as a type of service worthy of further development.

Following this small beginning, consultative service soon became an important part of the extension program. This work was at first done by members of the campus staff temporarily assigned to such duty; but as the number of calls for this type of service increased it became impossible to meet the demands in any such casual manner. A new policy was initiated in 1918 by the transfer of one member of the residence staff to extension service for a full quarter. In the following year, another such transfer was made, and in 1920 four faculty members spent each one or two quarters in the field working with the teachers and pupils or with the people in the school communities. In 1920 also, a new member was added to the extension staff to devote full time to consultative service. These two new policies became

the mode for meeting the continued demand for this work. The number of members of the extension staff devoting full time to extension service was gradually increased to a maximum of seven. The policy of making transfers from the campus staff for the service has continued to the present time, with only temporary interruption during the depression of the 1930's. In accordance with a recommendation in the survey of 1938, no replacements have since been made to the permanent extension staff.

Survey of Extension Service, 1938

As a part of the observance of the sixtieth anniversary of the Iowa State Teachers College in 1936, the North Central Association of Colleges and Secondary Schools was invited by President Latham to make a survey of the institution, and a commission, headed by Dr. C. H. Judd of the University of Chicago, was appointed for this purpose. To those most directly interested in the Extension Service, the report of this survey was disappointing, in that this phase of the educational program of the College was given no mention whatsoever. Concern over the place and function of the extension service had also been aroused during the dark days of the depression, when for a time there seemed reason to fear that this service might be rated as one of the non-essentials to be thrown overboard if it became necessary to lighten the ship so that it might be better able to ride out the storm.

These considerations led the Director of the Extension Division in the fall of 1937 to request, with the approval of the Council of Heads of Departments, the appointment by the President of a committee of the faculty to study the problem of extension service in the Teachers College. The report of this committee was organized around certain basic questions dealing with: 1) the place of extension service in the program of the Teachers College, 2) the aims and objectives of extension service, 3) the adaptability of the organization, functions, and scope of activities of the extension service as then in operation to the accomplishment of these aims and objectives; and 4) the relationship that should exist between the extension service and other institutional departments and activities.

In answer to the first fundamental question, "Is extension service a part of the program of the Teachers College?" the committee said:

The primary function of a teachers college is the improvement of instruction in the public schools through the training of teachers for these schools. The responsibility of this institution is not ended with the granting of diplomas to its graduates. It should be prepared to appraise the performance of its graduates as teachers and to give them advice and assistance. The college owes also an obligation of service to the pupils in the public schools of the state who are being taught by teachers who are

not the products of the Iowa State Teachers College training system.

It is further an obligation of the college to provide opportunity to the members of its faculty to keep closely in touch with the real, rather than the theoretical, problems of the public schools in order that such adjustments may constantly be made in the courses and curricula as to make them serve in the most efficient manner possible the primary purpose for which the institution was established and is maintained.

For these reasons, the committee unanimously agree that extension service is an essential part of the program of the Teachers College.

The aims and objectives of extension service in the Iowa State Teachers College were stated as:

1. To offer to persons not in residence in collegiate institutions, and in particular to teachers in service and former students of this college, opportunity for continuation study through correspondence work, extension class work, or Saturday class work;
2. To offer to teachers, administrative officers, and boards of education expert advice and assistance in the improvement of instruction and administration in the public schools;
3. To continue and supplement the residence training of the graduates of this institution by a program of follow-up work;
4. To cooperate with other agencies, such as the Department of Public Instruction, in improving conditions relating to public education;
5. To bring members of the college faculty into direct contacts with the teachers and the schools in order that, through vital contacts with the problems of public education at the point where teaching and learning meet, they may vitalize their own classroom instruction; and
6. To interpret the service of the college to the people and extend its influence on public education over the entire state.

This report and the recommendations contained therein were approved by President Latham in 1938 and became thereafter the official basis for the organization and functions of the Bureau of Extension Service. The change of name from Extension Division to Bureau of Extension Service had been recommended in compliance with a request of President Latham, who had in mind at that time the possible substitution of the divisional for the departmental form of organization of the faculty. This change in no manner operated to reduce the standing of the service at home or abroad; rather, the assurance of its recognition as an integral part of the institutional program endowed those directly involved in its operation with a new confidence in its future, which has been fully justified by its development in the next twelve years.

As a result of the recommendations of this survey committee, no further additions or replacements were thereafter made to the extension staff on the full-time basis. The field service has, since then, been recruited by the transfer of campus staff members to extension service for one or more quarters each year. Another result has been the joint action of the extension service and certain residence departments at various times in the employment of new staff members for work in such fields as mathematics, music, rural education, and special education. The consultative service has been continued and expanded, even during the difficult years of World War II, when the need for assistance in the improvement of instruction became acute because of the influx of emergency teachers into the public schools. The number of field workers devoting full time to this work ranged during these war years from five to fifteen per quarter, and since 1945 this number has been increased until in 1949-50 it reached twenty-four.

Radio Education

An entirely new feature of the College extension program was introduced in 1942 when radio education was added. Equipment for the broadcasting of programs originating on the campus was installed and a full-time program director was appointed. For several years, programs originating in the college studios were broadcast over near-by commercial stations; but in 1948 arrangements were concluded with the State University of Iowa (WSUI) and the Iowa State College (WOI) for the utilization of their broadcasting facilities. The primary purpose of the establishment of this new type of extension service was that of experimentation in the use of radio as a means of classroom instruction in the public schools. A number of different types of programs have been broadcast directly to the school rooms over the state. Of these, programs in music (both vocal and instrumental), language, nature study, and speech correction have been very successful. "The Story Hour," a program for elementary grade pupils, has continued for a number of years to be exceedingly acceptable. For three successive years, "Songs in the Air," a program of music for the schools, has brought in requests for more than fifteen thousand manuals to be used in connection with these broadcasts. During the college year 1950-51, facilities for producing television programs have been added. The early experiments in the use of TV as a classroom device have been highly satisfactory. Sound films used for broadcasting over WOI-TV have proved useful later for instructional purposes throughout the state. It is estimated that the programs of "The Iowa State Teachers College of the Air" are received in as many as three thousand schools in Iowa during each year, ranging from one-room schools in the open country to rooms in the larger city school systems. The support of the

radio education program has been made a charge against the extension budget, and the director of radio service and his assistants are members of the extension staff.

Values of Extension Service

The opportunity afforded to members of the campus staff through the extension service to make "vital contacts with the problems of public education at the point where teaching and learning meet" has been, according to the testimony of those who have participated in this program, of the greatest value to them in their work with prospective teachers in their classrooms, through the insight it has given them into the nature of problems and conditions inherent in the public school situation.

Another element of strength of the extension service has been its ready adaptability to the changing needs and conditions of public education in the state. As has been noted above, the Teachers College has adhered to no cut-and-dried plan of operation in extension service and has never endeavored to impose any form of such service upon the educational public to which that public did not respond with a reasonable degree of cordiality. It has thus been possible for the College to exert a direct influence upon certain phases of the educational problem in Iowa at times and in places where such influence could be most effective; at one time upon the raising of certificate standards, at another upon school district reorganization, and again upon the general revision of the school laws of the state. The extension service has been the college in action beyond the limits of its classroom walls.

* * *

Extension service, as a part of the educational program of the Iowa State Teachers College, came into being as the result of a conviction that this institution owed to its parent state an obligation which could not be met solely by the development of a pre-service program of teacher education on the home campus; but that the College must endeavor to extend its educational service in such a way as to reach, directly or indirectly, every teacher and every pupil in the state.

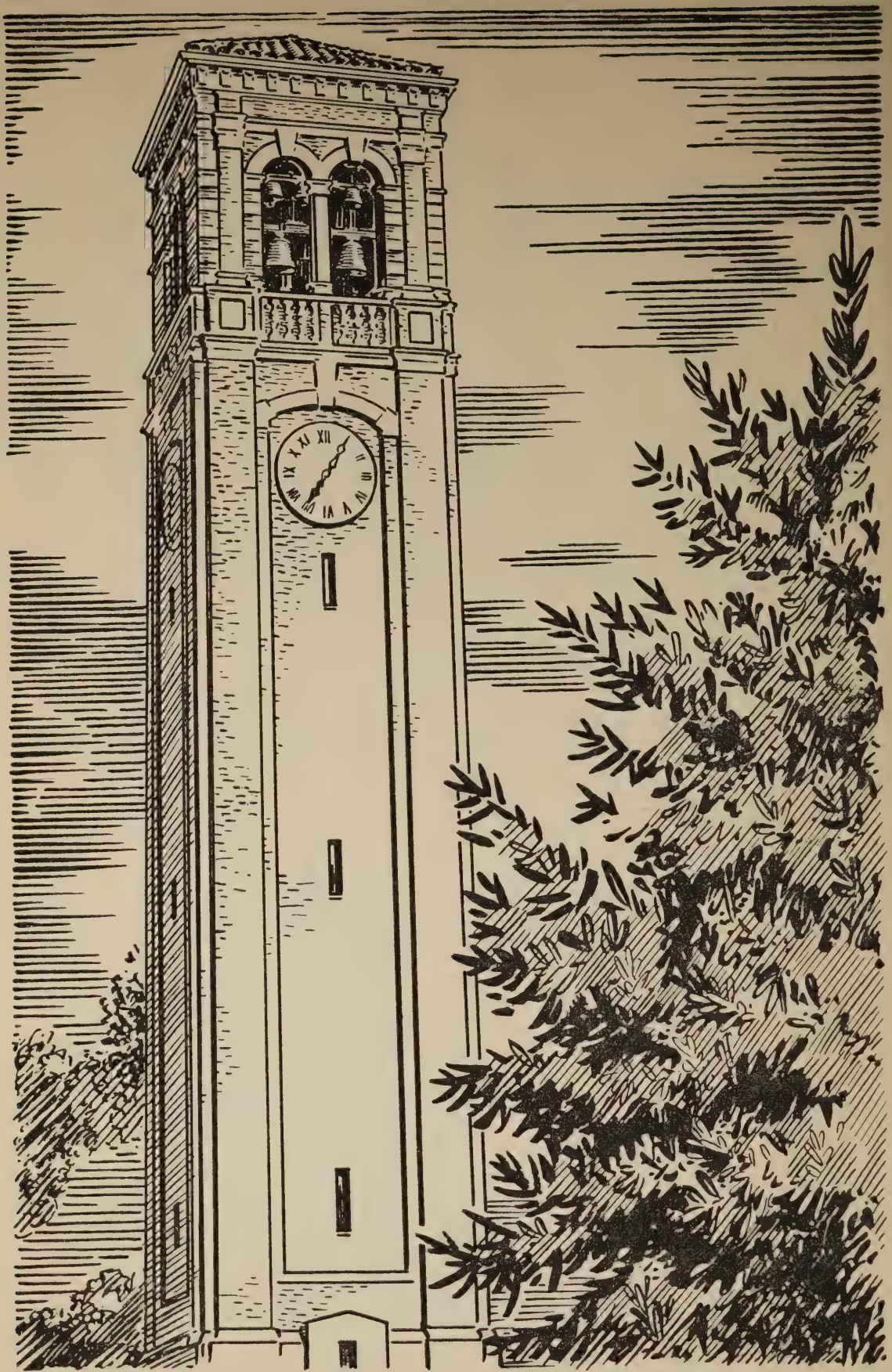
In the effort to achieve this aim, the College has organized and maintained for more than a third of a century an in-service program of teacher education, involving from time to time study centers, extension class work, correspondence study, consultation, and radio education. Of these forms of service, the consultative type has proved to be so satisfactory that to its operation the Bureau has devoted most of its energies in recent years. No other teacher education institution in the country has organized and main-

tained an extension service comparable in nature, variety, scope, and effectiveness to that of the Iowa State Teachers College. It is more than a figurative statement that through this service the area of the College campus has been extended to coincide with that enclosed by the physical boundaries of the state of Iowa.

Chapter 6

THE STUDENTS: GOVERNMENT, SOCIAL EDUCATION AND EXTRACURRICULAR ACTIVITIES

Recognition should be given in the program of a state teacher education institution to the fact that education is not a merely formal process and that students should have opportunity for self-development through experience in self-government under supervision, through participation in selected extracurricular activities, and in general through experiences in student life which will enable them to function effectively in a democratic society.



The Campanile

STUDENT GOVERNMENT

Student Government and Social Education, 1876-1886

In no other area connected with higher education have more striking changes taken place in the last seventy-five years than may be discovered in the area of student government, social education, and extracurricular activities. These changes have arisen in part from changes in our *mores*, and in part from a broadening conception of what a complete educational system should comprise.

In our consideration of these matters, it would be well to bear in mind that from 1876 to 1892 from one hundred to one hundred fifty students annually, together with the principal and his family and several faculty members, were housed and boarded in the Normal School buildings, the whole number of boarding students constituting approximately 60 per cent or more of the entire student body; that from 1892 to 1915 all students had to depend upon off-campus facilities for housing and food service; and that since 1915 a campus dormitory and food service system has been in operation with steadily increasing capacity, until at present these facilities are available for the use of 90 per cent of the women students and of 50 per cent of the men. Naturally problems of student government become increasingly complex when any significant proportion of the students are under direct institutional supervision for twenty-four hours of every day in the academic year.

EARLY REGULATIONS. It may be recalled that the first regulations adopted by the Board of Directors granted to the Principal and the Professors "full power for the government and discipline of students." The system of student government in vogue in the first decade was paternal in the extreme. The activities of all boarding students were regulated by a schedule which set a pattern of daily life from the "Rising Bell" at 6:00 A. M. to the "Signal for Lights Out" at 10:30 P. M. ("It is strictly unlawful for any to remain up after 10:30 o'clock. At this time all shall have retired and the lamps shall be extinguished.") Twenty-five minutes were allowed for breakfast, beginning with "Order Called at Tables" at 7:05 A. M. Daily Assembly with Roll-call was held from 8:40 to 9:00 A. M. each school day. The forenoon from 9:00 A. M. to 12:15 P. M. was devoted to "Recitations and Study in Rooms." After "Dinner" at 12:40 P. M., "Recitations and Study in Rooms" continued from 1:40 to 4:00 P. M. Between 4:30 and 5:40 P. M., "Students [are] instructed to take exercise in walking or other activity. No requirements for study [are] made before Tea." Tea was served at 6:05 P. M.

("From the tea-table the students shall immediately repair to their rooms.") The "Signal for Evening Study" was given at 7:00 P. M., and the day officially closed at 10:30. On Saturdays, students spent the time from 9:00 A. M. to 12:00 M. in study in their rooms, with a room inspection by the Steward or the Matron at 10:00 A. M. General permission to be absent from the grounds was granted only on Saturday afternoons, but all students were required to be back by tea-time. Saturday evening study hours were observed as on week days. "Students shall keep to their own rooms on Sundays." During study hours, students were not allowed to visit any other student rooms or to receive visitors in their own rooms.

Student nature (being after all merely human nature) was very much the same seventy-five years ago as it is now, but the conventions of discipline in the family and in particular of the relations of "the sexes" were much more rigid then than now; and herein lies the explanation of the acceptance by the students of that day of regulatory requirements which would probably cause open rebellion today. A complete set of rules and regulations of the Normal School with reference to *Deportment* was placed in the hands of each student on entrance and he was informed that the act of enrolment implied his assent to these rules as guides of his conduct.

Rule XI. The most famous of these rules was the one generally referred to by its number as "Rule XI," which read as follows:

It is expected that the ladies and gentlemen of this institution will treat each other with politeness and courteous civilities; but whenever they transcend the proprieties of refined society they are liable to dismissal. Private walks and rides at any time are forbidden. *There must be no pre-arrangement or selection.* Students of the two sexes by special permission of the Principal can meet privately for the transaction of business and for that purpose only.

Rule XI, "transcending" as it did certain innate tendencies of men and maids, was "honored more in the breach than the observance"; but the faculty (at least the Principal) took it seriously.

A number of cases of the trial and punishment of students charged with the violation of this rule (one flagrant example being that of two lady students who went buggy riding with a young man on Sunday evening) are recorded in the Minutes of the Faculty. The penalties imposed included suspension, private reprimand, and public mention and apology at the school assembly. One minute reads, "The Principal was instructed to warn the entire school against the tendency or inclination toward prearrangement and selection on the part of the students."

Still it is not surprising to learn that romance blossomed (even under these

unfavorable conditions) in the shady paths under the elms and maples of the campus (and elsewhere), then as now. Nor were the students the only ones to be charged with breach of Rule XI. One young bachelor member of the faculty *selected* a young lady member of a graduating class and they were joined in the bonds of matrimony by Principal Gilchrist "at Normal Parlor" on the evening of graduation day. It is too much to believe that this could have come about without *prearrangement*. In matter of fact, the culprit admits the violation in his "*Fifty Years in the Teachers College*."

OTHER REGULATIONS. "The use of tobacco, intoxicating liquors, the carrying of fire-arms, and the playing of cards or any games of chance" were strictly forbidden by these early regulations. Although no specific prohibition of dancing as a social diversion was made at this time, this form of amusement was discountenanced from the beginning and later was formally banned by the faculty.

Student Government, 1886-1931

SEERLEY'S CHANGES IN RULES. After 1886, the statements of these rules of deportment were somewhat modified. For example, a revised rule read:

Tobacco-using hinders intellectual progress, and it ought not to be used in any form by the students. The indulgence in intoxicating liquors is regarded as a serious offence and is absolutely prohibited.

"Rule XI" disappeared, and a new paragraph headed "Mingling of the Sexes" was substituted, reading in part:

The courtesies and requirements of good society and good morals apply to the management of students in respect to personal associations. . . . Many things that could be permitted at home under the special care of parents cannot be allowed here. . . . Admonition is given when necessary and it is always expected that thereafter no further cause will be given for criticism or advice.

It was stated further that "Gentlemen are permitted to call upon lady students at proper hours," the Reception Room in South Hall being designated as the appropriate place for such calls.

The spirit of the new regulations for the deportment of the students was well stated by President Seerley in his Fall Term Report in December, 1896:

It has been more than eight years since the faculty has had a meeting to take under advisement the conduct of students and their personal discipline. . . . The theory has been accepted that everything that could be safely left to the student's judgment should not be considered as coming within the province of the Faculty. . . . There are things that are discountenanced, that are causes of consultations, and that call for advice

and rebuke privately, but no scandal has occurred, no serious offence has been committed, and no public official treatment has been necessary. Public opinion is such that all law-abiding, trustworthy students—and they are in the great majority—feel a personal responsibility for the reputation of the student body and the maintenance of a high grade of individual conduct and attention to study. . . . This feeling has a large part in the success of the efforts put forth . . . and in developing individual character and in training for citizenship and professional life—in all respects the greatest of all great factors in all school life and culture.

In 1903, President Seerley displayed a sane and reasonable attitude in reply to a letter criticizing the Normal School authorities for apparently condoning such things as card-playing and dancing, in part as follows:

When large numbers of professed Christians are participants in and are encouraging these amusements, it is very difficult for any one to brand such participation as a crime against society and good morals. The discipline of a state school must be conducted according to law and our trustees and faculty could not make any regulations that would try to force upon students any special notion of church doctrine or church discipline. This school could not expel a student because he dances or plays cards or belongs to the Free Masons, because the doing of such things could not be classed as immoral, even if our trustees and faculty thought they were of doubtful propriety.

BEGINNINGS OF STUDENT SELF-GOVERNMENT, 1888. The first provision for the participation of students in their own government on this campus, surprisingly enough, dates back to 1888, and was made by Principal Seerley after consultation with the Board of Directors. At that time the upper floors of what is now Central Hall were entirely given over to the housing of lady students. These floors were divided into barrack-like rooms, called "sections", each accommodating eight students. For the government of these sections, it was then provided that each one organize at the opening of each term, elect officers, adopt rules "relative to study, quiet and retiring hours, in harmony with the general rules of the school," and make regular reports to the principal. The abandonment of the dormitory system in 1892 brought this early example of student self-government at Cedar Falls to an end.

THE DEAN OF WOMEN, 1907. As the enrolment increased in the years following the discontinuance of the boarding department in 1892, it finally became advisable, in President Seerley's judgment, to have some one officially charged with responsibility for the supervision of the various rooming houses accommodating the young ladies of the School, for the dual purpose of maintaining satisfactory living standards and of advising the young ladies as to proper moral and social behavior. This led to the appointment in 1907 of a Faculty Visitor and Supervisor of Social Ethics, a title which was changed

the next year by faculty action to Dean of Women. Down to 1929, such additional regulations as were deemed necessary and desirable by the Dean of Women to govern the social life of the women students were presented to the faculty for approval. The faculty, for instance, after the new dormitory system for women was put into operation, debated and decided upon such matters as whether "late permissions" should be granted to dormitory residents, and if so to whom, when, and how late. A Faculty Committee Advisory to the Dean of Women was created, by which such proposals were reviewed before being brought to the attention of the Faculty.

The question of college approval of social dancing, which had been absolutely forbidden in social functions on the campus and sternly frowned upon anywhere else, was a matter which was brought to the attention of the faculty by the Student Council in 1919. The question was debated lengthily and heatedly in faculty meetings. In the end, a majority referendum vote was recorded in favor of the abolition of the long-time ban, despite dire prophecies of the loss of support by the people of the state and threatened resignation by certain faculty members if dancing was approved. The state continued to support the College and no one resigned.

THE DEAN OF MEN, 1916. The office of Dean of Men originated in 1916 with the appointment of an assistant to the Registrar, known at first as the Adviser of Men. The duties of this officer were of necessity chiefly advisory until after the building of the first of the men's halls on the campus in 1936. Since then the provision of additional men's housing units on the campus and the extraordinary increase in the enrolment of men, both proportionally and actually, have made the office of Dean of Men one of the important administrative positions in the institution.

With the continued growth of the College, and after the appointment of the deans of men and women, an increasing share of responsibility for student discipline was delegated to these officers by the president, and eventually the faculty ceased entirely to participate in the exercise of this function. This transfer of function was officially approved by the State Board of Education, under President Latham.

THE STUDENT COUNCIL, 1919. Another step toward developing student self-government in the Teachers College was taken in 1919, when a Student Council was set up by the faculty. This Council consisted of representatives elected by the various classes. In 1922, a faculty committee, known as the Student Welfare Committee, was created to serve in part as a liaison body in dealing with the Student Council. The Student Council was never a particularly effective organization, but it did serve on several occasions as a means of bringing to the attention of the faculty certain ideas and attitudes of the

students, rarely, it must be admitted, with any marked influence upon either the thinking or the action of the faculty. This Council gave way ultimately to the present Student League Board. The various units of Bartlett Hall were completed by 1924, and these, with the erection of the Commons (1933) and of Baker, Seerley, and Lawther Halls by 1939, made possible the development of much more comprehensive and satisfactory programs of self-government and of social education for the students.

Student Government Since 1931

STUDENT LEAGUE. A measure of responsibility for the regulation of certain details of community life in the women's dormitories had been vested in a group of occupants from the beginning of the new system of housing. As the number of men and women in the dormitories increased, the opportunity and need for further development of a system of self-government became obvious. Through a process of evolution in the succeeding years, this opportunity and this need have been met by the setting up of a rather complex women's organization, the pattern of which has been extended by the program for men of the college, with the result that a comprehensive and detailed system of student organization, combined and unified in the *Student League*, has developed.

The fundamental purpose of this system is stated in the introductory paragraph of a booklet entitled *Leadership Organizations*, as follows:

The most important experiences in the life of a college student come from participation in the performance of the duties of citizenship. Since students are the product of their own experience, it is obvious that they learn to cooperate only by cooperating, to select leaders only by selecting leaders, to plan only by planning, to evaluate their own behavior only by evaluating their own behavior. In other words, students can learn to live democratically only by purposefully living democratically. Certainly any college community which fails to provide the opportunity to foster such participation is failing in one of its most important functions.

The Student League Board is composed of a president elected at large by the student body, the presidents of the Association of Women Students and of the Men's Union, the president of each of the men's and women's housing units, and the chairmen of all the standing committees in each group. The standing committees of the Student League are: Social Life, Organizations, Faculty-Student Relationships, and Lecture-Concert. The *Student Welfare Committee*, a faculty committee consisting of the deans of men and of women, *ex officio*, and four members of the faculty appointed by the president of the college, is advisory to the Student League Board.

HOUSING UNITS. To the accomplishment of the ends stated in the paragraph quoted above, the entire student body is organized, first of all, into Housing Units, one for each of the six units on the campus (Bartlett, Lawther, Baker, Seerley and Stadium Halls and Sunset Village) and separate units for the men and women living in Cedar Falls and Waterloo. Each of these units adopts its own rules and elects its own officers, the immediate governing body of each being a House Council cooperating with a Director who is a member of the college staff. Each Housing Unit is in turn represented in the personnel of the Student League. In the constitution of the Bartlett Hall Association, for the sake of illustration, the object of this particular unit is stated as:

To prepare the individual members for responsible participation in a democratic society, to develop those attitudes and habits conducive to gracious and wholesome living, and to encourage the pursuit of intellectual adventure.

The powers of this association are:

To govern its members in all matters not provided for by the Student League, the Association of Women Students, or by the faculty of the Iowa State Teachers College.

ASSOCIATION OF WOMEN STUDENTS. All the housing units for women are represented in the Association of Women Students, and those for Men in the Men's Union. The Association is the successor of the Women's League, which was established in 1931. Its fundamental purpose is to increase opportunity for social and intellectual growth of women students. The officers are elected at large by the women students. Its executive committee consists of the officers, the vice-presidents of the various women's housing units, and representatives of the Student Christian Association and of the Women's Recreation Association. Standing committees are: Social Regulations, Orientation, Study, Vocations, Organizations, Recreation, Customs and Traditions, Social Standards and Publicity.

MEN'S UNION. The Men's Union was established in 1934 for the purpose of assisting students to adjust themselves to college life and of promoting activities leading to the social and intellectual development of its members. During the years of World War II, the union practically ceased to exist; but it was reorganized in 1949 along lines similar to those of the Association of Women Students, with similar subdivision into housing units.

This system of organization designed to provide opportunity for student participation in their own government and for their social and intellectual growth, has assumed its present form through the process of evolution over a period of more than thirty years. Its form and objectives have largely been determined by its official directors and it has not always been possible to in-

duce the student officers to assume their full share of responsibility for the exercise of the functions delegated to them. On the other hand, there have been instances when the students have felt that their rights of self-government have been unduly invaded by executive authority and that the wish and will of the students have been disregarded. These conditions are characteristic of any evolution from government by authority to government by consent. The significance of the system lies in the very fact of its existence.

Extracurricular Activities

LITERARY SOCIETIES. The first student organizations providing opportunities for extracurricular activities were literary societies, two of which, the Philomathean, for men, and the Alpha, for women, were organized in the first year of the Normal School. These societies were subject to the supervision of the faculty but the general management was left to the members. As the number of students increased, additional literary societies were organized, until there were thirteen societies for women and three for men.

In addition to society work, during the first ten years, a program of rhetorical class work was maintained. Each student was then expected to present once a month "a recitation, declamation, essay or oration" in one of the weekly meetings of these classes. These exercises were familiarly known as "Generals" (general exercises), and are characterized by Wright as:

a painful subject, . . . a nightmare . . . a kind of weekly penance which in its earlier years all members of the school, faculty or students, were compelled to observe. . . . The torture of the 'Generals' began at 2:30 P. M. and reached its close about the time the last bell rang for supper. Attendance was compulsory, the school assembled in a body to bear as best they could the infliction. The only happy people present were an occasional performer and such of the audience as could indulge in a siesta.

One of the salutary reforms introduced by Principal Seerley was the recognition of society work as satisfying the "rhetorical" requirement. Later the "Generals" became a thing of the past when "provisional societies", under strict faculty supervision, were organized for those students who were not members of the regular literary societies; thereafter the entire program of literary society work assumed a curricular, or at least a semicurricular, character. The faculty members assigned to the supervision of this program were listed as Teachers of Applied English.

Literary societies were universally a part of student life in all colleges during the last half of the nineteenth and the first quarter of the twentieth centuries. On this campus, they became, in addition to means of education in public speaking, centers of social activity similar in many respects to the later

sororities and fraternities. When the new Auditorium Building was constructed, four large rooms on the third floor were assigned to the regular societies, and were for years thereafter reserved for the sole purpose of society meetings and rehearsals. An annual Society Day became a feature of Commencement Week, with colorful parades and exercises in which each of the women's societies endeavored to outshine its rivals in beauty and formal evolutions, sometimes dangerously verging on the forms of social, or at least of aesthetic, dancing. Here, as in other colleges, the literary contribution of these societies ultimately gave way to public speaking and dramatics on both the curricular and the semicurricular bases; and their social contribution was replaced first, by that of the Student Christian Associations and the sororities and fraternities, and later, by the social program connected with the dormitory system. By 1936, the last of the organized literary societies had become a matter of history.

ORATORY, DEBATE, DRAMATICS. The years following 1876 were still those of platform oratory, when young men (and women, too) thrilled to the reading of the words of Patrick Henry and Webster and Wendell Phillips, and when they might themselves have heard the voices of Russell Conwell and William Jennings Bryan and Iowa's "Bob" Cousins, men of eloquence who carried on the great traditions of the past. It was natural then that oratory should be accorded a prominent place both within the colleges and in intercollegiate contests. The Iowa State Normal School was by no means backward in emphasis upon this phase of extracurricular activity. First as members of the Iowa Intercollegiate Oratorical Association and later of an Interstate Normal School Oratorical League, the student orators from Cedar Falls won for their school the most honorable recognition.

Debate developed first as an intersociety activity for the men students. Later the Normal School and College debating teams competed on more than even terms with teams from Iowa State College (Ames) and from leading normal schools and colleges in neighboring states. After the addition of a professor of public speaking to the staff, debating assumed the semicurricular aspect which it has maintained to the present day.

Dramatics also began in the literary societies by the presentation of scenes from plays as parts of the programs of their open meetings. This custom evolved into the presentation of entire dramatic productions, staged at different times during the school year by casts drawn from the membership of affiliated societies, such as "Alpha-Philo." "Elocution" became a part of the curricular offerings in English in the 1890's, and the interest of the students in this work became so evident that a special teacher of elocution was employed, a part of whose time was devoted to the supervision of dramatics.

These plays soon became institutional rather than society productions and were regularly scheduled at least once each term. The unusually high quality of the work of Bertha Martin, a teacher who from 1905 to 1929 was responsible for the supervision of the work in dramatics, led to the inclusion of courses in interpretation, production and stagecraft in the curriculum. Thus dramatics, also, changed its status from the extracurricular to the semi-curricular basis.

MUSICAL ORGANIZATIONS. Instruction in music, both vocal and instrumental, was offered as a part of the Normal School curriculum from the earliest days. Class exercises in choral singing led to the formation of glee clubs, two of which, the Cecilian Glee Club for women and the Minnesingers for men, together with other similar organizations, continued to offer extra-curricular opportunities in choral music for many years. These clubs were ultimately combined into the Choral Society which presented such ambitious productions as Handel's *Messiah* annually, all under the direction of members of the music faculty. As early as 1894 in connection with the Military Department in the Normal School, a cadet band was organized, participation in which was accepted as satisfying the requirement upon men students for military drill. A mandolin club was the first student organization for ensemble work with orchestral instruments, and this was followed in 1897 by the formation of an orchestra which has continued to the present day as an important adjunct of the Music Department. The expansion of the offerings in the field of music instruction to include all types of instruments brought about a close affiliation of this work with the curricular offerings, and eventually all the activities of this nature became semicurricular. Much to the regret of the traditionalists, the glee clubs, as such, were discontinued and their place was taken by the College Chorus, the A Cappella Choir, and other ensemble choral groups. The high standards of musical accomplishment established early in the history of these organizations has been maintained and technically improved by the more recent changes in form.

STUDENT PUBLICATIONS. As early as 1878, the literary societies joined in the publication of a monthly student paper, called *The Students' Offering*. This publication continued, with the tacit consent of the faculty and the administration, for five years. For reasons unknown now, it then fell under the disapproval of the faculty and its publication was discontinued. During the period of its existence, *The Offering* was staffed by joint election by the literary societies. It was entirely dependent for support upon subscriptions, advertising and voluntary contributions, and although it served in part as an official publication, and in particular devoted much space to the printing of the then required senior orations each year, the paper never received any subsidy from institutional funds.

For eight years, there was no student publication in the Normal School, but in 1892 the students, apparently on their own initiative, formed an association and began the publication of the *Normal Eyte*. The members of the editorial staff of this weekly paper were chosen annually by vote of the paid subscribers in the student body and were subjected only to the nominal supervision of the faculty. It was entirely self-supporting, but it was managed with sufficient financial and editorial success to be able to continue without interruption from year to year. In the spring of 1911, the name of this publication was changed by vote of the subscribers to its present form, *The College Eye*. Some evidence of carelessness in financial management led finally to the assumption by the faculty of a formal supervision of the paper through a committee of faculty members appointed by the president. The final step to date in the evolution of the relationship of this publication to the institution came about on recommendation of President Latham, when the Student Publishing Association was set up, governed by a Board of Control of Student Publications, and the Director of the Bureau of Public Relations, a member of the administrative staff of the College. The plan for this organization was first presented to the faculty for action, but on the development of certain fundamental differences between the faculty and the administration with regard to certain details of the plan its entire control was assumed by the administration. The office of Director of Public Relations was a new position, created by the State Board of Education, with a dual relationship to the College as administrator of the student publications and instructor in courses in journalism in the Department of English.

THE OLD GOLD, an annual summary in pictorial and record form of events and student personalities from year to year, had its origin also as a student controlled and operated project. For some years previous to 1905, the *Normal Eyte* had published a special illustrated edition during Commencement week, embodying many of the features of a college annual. In 1906, a group of especially energetic students undertook the separate publication of an annual, called *The Pedagog*. The custom thus established was continued, the name *Old Gold* being adopted for the second number in this series. A plan to include some material objectionable to certain members of the faculty a few years after the initiation of this new project led to the setting up of a system of faculty supervision of this publication. Eventually the *Old Gold* was placed under the Board in Control of Student Publications. The first subsidies of this student annual came through the purchase by the Board of Trustees of copies to be distributed to the high schools of the state. At the present time, and for some years past, financial assistance to the *Old Gold* and to the *College Eye* has been allotted from fees paid by students on registration. In addition to this, individual subscriptions are secured to both publications from

students. The subsidies, however, make it possible to reduce the amounts of these subscriptions substantially below the actual cost of publication.

THE PEN, a quarterly literary magazine which has been issued for a number of years under the supervision of the Department of English, gives opportunity for the publication of the work of students which is deemed to be of genuine merit.

The time and energy devoted by students to the issuance of these publications has been from the beginning, and still is, entirely extracurricular, in spite of the close relationship existing now between this work and that of the courses in journalism and English.

ATHLETICS. Athletics, in the modern acceptance of the term, was unknown in the early Normal School at Cedar Falls. The young ladies and gentlemen played croquet in season, but this was the only (if the expression may be permitted) sport indulged by "the weaker sex." Baseball was played out in the School pasture by the young men, and an occasional game was scheduled with picked-up teams from Cedar Falls and the vicinity, with resulting scores like 27 to 7, but never in favor of the Normal School team.

In 1892, the men of the institution organized an Athletic Association, and thereafter football, baseball, and track and field sports received attention in their appropriate seasons. All expenses incident to the playing of games, and the furnishing of equipment had to be met either by the individual participants, from membership dues in the Association, from subscriptions, or from money collected from onlookers at the contests. This last source can not be called "gate receipts," for there were no gates. And, of course, there were at first, no coaches. Even under these adverse conditions (which by the way were not at that time unique to this institution), athletics continued and grew and flourished. Schedules of games were arranged with teams from other colleges and the interest developed to the point where it was felt to be possible to employ coaches for at least a part of the football and track seasons, the money for such purposes being raised largely by subscription among the faculty and the business men of the community. Some questions arose which were clearly of institutional concern and an Athletic Board of faculty members, appointed by the president, was set up in 1894 to supervise the athletic program. Institutional support first came in the form of an exceedingly modest grant of funds by the Board of Trustees to be expended under the supervision of the Athletic Board. Finally in 1900, a coach who had been successful during several fall seasons was made a member of the faculty and placed on the institution payroll.

The organization of a Department of Physical Education in 1904 made this

work a part of the regular curricula of the Normal School, and with the building up of a staff of teachers in this new line the coaching of athletics became an institutional service. Until the erection in 1903 of the Women's Gymnasium, at first used jointly by men and women, all athletic teams were greatly handicapped by lack of proper indoor equipment and facilities for training. This was particularly true of basketball, which was carried on for years under the most disadvantageous conditions imaginable. The present athletic program is closely integrated with that of the department of physical education for men and is carried on under careful supervision and with the maintenance of high standards. While in its intercollegiate aspects it is extracurricular, the program serves a distinct purpose in offering to physical education major students a type of experience of great value to them as future teachers of physical education and coaches of athletic teams in high schools. The records made by the Teachers College athletic teams in recent years in competition in all the major sports has been so satisfactory as to justify the characterization of this institution as "the home of champions."

INTEREST AND HONOR ORGANIZATIONS. From an early date, what were at first known as departmental clubs were formed under faculty leadership by students with common intellectual interests. At the present time, such groups are known as Interest Organizations. These clubs are as follows: *Business Education*—Future Business Leaders of America; *Education*—(Elementary), Elementa Ki, Beta Alpha Epsilon; (Kindergarten-Primary), First Year Kindergarten-Primary Club, Second Year Kindergarten-Primary Club; Kappa Pi Beta Alpha; (Rural) Rural Teachers Club; Future Teachers of America (open to all those who are interested in teaching as a profession); *English and Speech*—(Drama), College Players; (Speech), Discussion and Public Speaking Activities; *Foreign Languages*—Foreign Language Club; *Home Economics*—Ellen Richards Club; *Industrial Arts*—Industrial Arts Club; *Mathematics*—Mathematics Club; *Music*—College Symphony Orchestra, College Band, College Chorus, A Cappella Choir, and various ensemble groups; *Physical Education, Women*—Life Saving Corps, Orchesis, Physical Education Club, Women's Recreation Association; *Science*—Sigma Gamma Kappa; *General*—Campus 4-H Club, Humanist Club, Library Students Association, Students for Democratic Action, Tau Chi Eta; *Service*—Alpha Phi Omega.

Superior achievement in various fields of educational work has come to be given recognition among students by election to membership in a number of different Honor Organizations: Alpha Phi Gamma (Journalism), Beta Beta Beta (Biology), Delta Sigma Rho (Debate), Epsilon Pi Tau (Industrial Arts), Gamma Theta Upsilon (Geography), Golden Ledger (Business Education), "I" Club (Men's Physical Education); Iowa Teachers First (Local

honor group open to those who achieve excellence as citizens of the college community), Junior Chimes (Junior Women), Kappa Delta Pi (Education), Kappa Mu Epsilon (Mathematics), Lambda Delta Lambda (Chemistry and Physics), Phi Mu Alpha Sinfonia and Sigma Alpha Iota (Music fraternities for men and women respectively), Pi Gamma Mu (Social Science), Pi Omega Pi (Business Education), Purple Arrow (Local scholastic honor group for first and second year women), Social Science Honor Society, Theta Alpha Phi (Drama), Theta Theta Epsilon (Home Economics), Torch and Tassel (Local honor group for senior women).

SORORITIES AND FRATERNITIES. The regulations of the Normal School, as originally adopted, contained an absolute prohibition of the organization of any secret society, and this attitude continued to be maintained for a number of years after the Teachers College came into existence. A few fraternity and sorority groups, however, were formed among the students *sub rosa*, which soon gained all but official recognition as units of campus social life. The lack of official recognition imposed an added limitation upon these organizations in that they could not be approved to sponsor social events on the campus or elsewhere. This in turn led to a certain amount of subterfuge and to the holding of such events off-campus, unsponsored and officially unchaperoned. In view of these conditions, the Dean of Women presented to the faculty in 1916 a request for the approval of one sorority, which by its constitution was limited in membership to daughters of members of a secret order which had for years held a prominent place in public esteem. The question of the approval of this sorority was referred to a committee of the faculty, which reported that this sorority had already been approved in the other two state educational institutions, and that it was the policy of the State Board of Education to treat all three institutions alike. The committee, however, reported the request for approval back to the faculty without recommendation. The report of the committee was adopted by the faculty. No further reference to this question is found in the faculty minutes. This straddling of the issue apparently left the determination of a policy in this matter to the Dean of Women, and approval was granted. With such a precedent established, no reason could be given for refusing similar approval to other worthy organizations, Greek-letter and secret though they might be. Eventually the sororities and fraternities came to be featured in the *Old Gold*, evidence of their accepted status in the college social life. At the present time there are nine local social sororities and four local social fraternities on the campus, coordinated respectively by an intersorority and an interfraternity council.

RELIGIOUS ORGANIZATIONS. The idea that opportunity for religious instruction and experience is an essential part of a complete educational program has been a motivating force in determining the policies and practices of

this institution from its very beginning. The efforts to provide such opportunity were for forty years organized entirely upon an extracurricular basis. Since 1916, courses in religious education have been included in the curricular offerings, but a number of extracurricular organizations have contributed to the general religious program of the College.

Down to 1886, religious services were regularly held in the Normal School chapel every Sunday afternoon, attendance at which was required of all students unless they were specifically excused by the Principal. Sunday school and prayer meetings in addition were voluntarily organized and carried on by the students. Among the innovations incident to the change of administration in 1886, was the organization of the Young Men's and the Young Women's Christian Associations in the Normal School. The two associations grew rapidly in membership, influence, and responsibility. In the fall of 1900, the Y. W. C. A. employed a full-time secretary to oversee the organization and increase its efficiency. Under such direction and with the cordial support and encouragement of the President and the faculty, the work of the associations expanded to include, in addition to an active religious work program, provision for social activities for the students, for meeting new students at the trains on their first arrival in Cedar Falls and assisting them to find places to room and board, and opportunities for employment, for the publication of a Student Handbook of information regarding the School, and for the maintenance of a textbook exchange.

The most notable accomplishment of the Christian Associations in connection with their religious program was the organization of a Bible Study Department. This work was begun in the winter of 1887-88 and was continued for more than twenty years. At its height, more than fifty Bible classes met each Sunday morning, with an average enrolment of approximately 800 students and a total annual enrolment of over 1,300, thus involving in the program more than fifty per cent of the entire number of students then enrolled in the institution. General problems of organization and management of this program were handled by a standing committee of the Associations, which chose a faculty member as director and selected teachers for the classes. Bible Study Outlines were prepared by the director and were published from week to week in the *Normal Eye* for the use of the members of the classes. This project attracted much attention over the state and was made the subject of a feature article in a prominent state newspaper, in which it was claimed that these Bible classes included the largest number of young people assembled at any one time anywhere in the state, if not in the nation, for Bible study.

The completion of an electric railway connecting Normal Hill with Cedar Falls and the opening and improvement of streets and sidewalks resulted in

an increasing tendency on the part of students and faculty to identify themselves with downtown churches of their choice. As a result, for a time, the Sunday program on the campus suffered a decline in clientele. The Y. W. C. A. continued to hold vesper services in the chapel on Sunday evenings, but the time came when these were the only religious services held on the campus on Sunday.

In 1915, Professor D. Sands Wright, senior professor of the faculty, was appointed Supervisor of Bible Study, and by authority of the State Board of Education courses in Bible study were offered on the elective basis. This innovation was explained in the catalog as the result of "recent movements in favor of such work in public high schools" which "make it important that teachers be well prepared to conduct the work on the best standard." The reference to "recent movements" was to the adoption by the Iowa State Teachers Association of the report of a committee on school credit for Bible study, religious instruction and moral training, and the introduction of such courses into a number of high schools in the state. This curricular program in religious education continued without fundamental change until 1928 when a Director of Religious Activities was appointed as a regular member of the faculty. This officer served also as the pastor of a newly organized interdenominational church which since that time has held its services in the college chapel each Sunday morning.

The period since 1928, so far as the religious program of the College is concerned, has been characterized also by the organization of a number of denominational student centers in close proximity to the campus. Connected with each of these centers is a student organization with both religious and social aims. Such organizations at the present time are the Newman Club, (Catholic), the Lutheran Students Association, the Lutheran Chapel (Missouri Synod), the Wesley Foundation (Methodist), the Westminster Foundation (Presbyterian), the Plymouth Club (Congregational), the Baptist Student Center and the Disciple Student Center (Christian). An on-campus organization known as the Student Christian Association provides a religious program and fellowship open to every student in the college. All of these organizations and the Student Christian Association work together in harmonious relationship.

The religious program for students of this state teacher education institution has thus evolved, in common with the other types of student organizations already described, from extracurricular forms to curricular forms, although in its latter phases it has retained also certain extracurricular aspects. In all, it has throughout the history of the institution constituted a positive answer to the charge that tax-supported colleges are "godless institutions."

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Edited by
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Technical Duties Handled by
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